The Task Force On Urbanization And The Future

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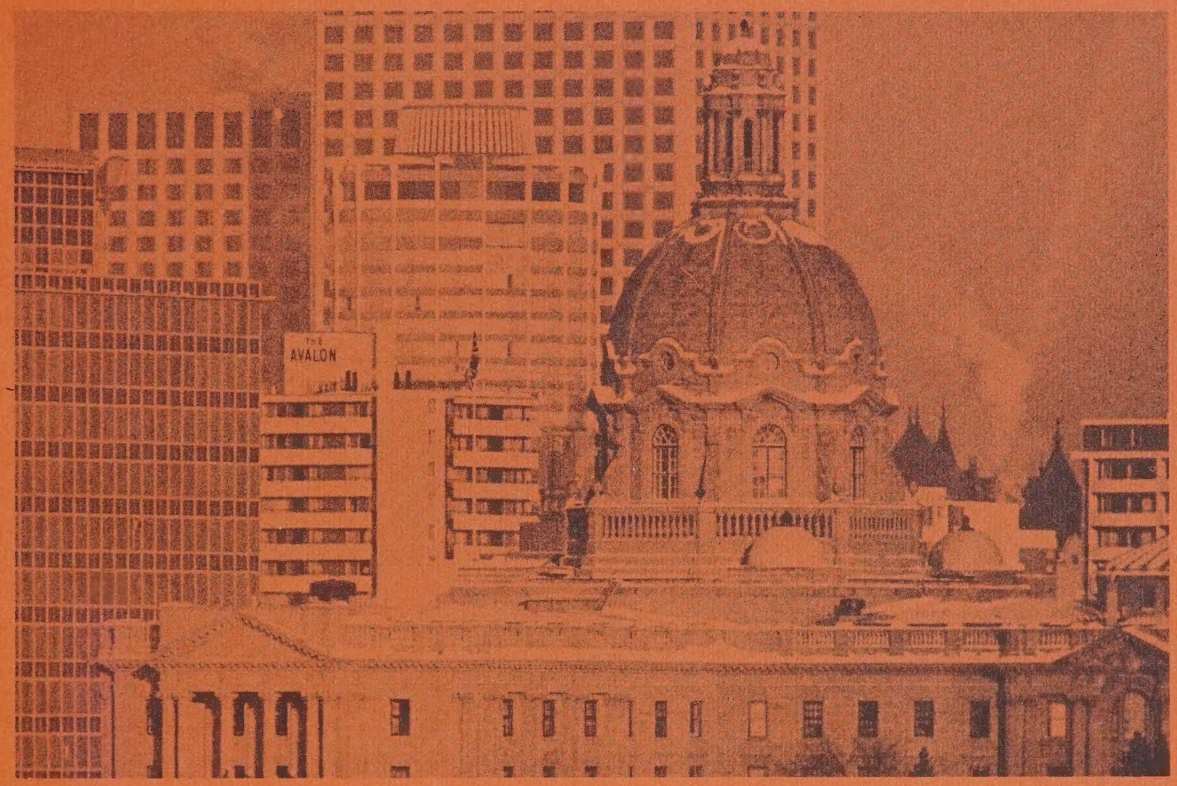
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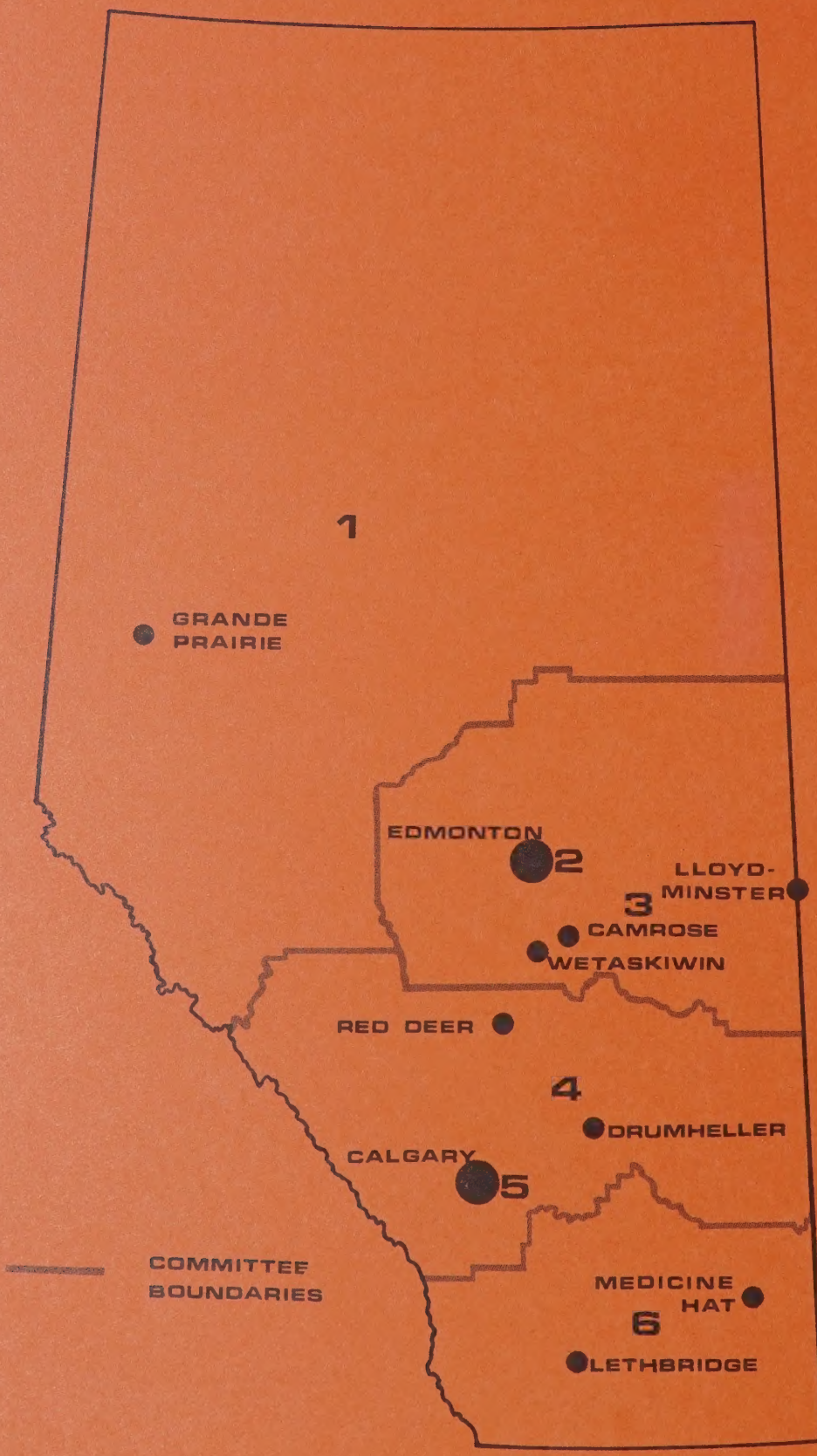
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EDMONTON
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LLOYD-MINSTER
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CAMROSE
WETASKIWIN
RED DEER
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DRUMHELLER
CALGARY
5
COMMITTEE BOUNDARIES
MEDICINE HAT
6
LETHBRIDGE

TASK COMMITTEE AREAS AND ISSUES EXAMINED

1 The Peace River Area — Regional Planning Effectiveness.

2 Metropolitan Edmonton — Urban Government Effectiveness.

3 Camrose - Wetaskiwin Edmonton Area — Solid Waste Problem and Solutions.

4 Drumheller Area — Potential of Smaller Cities, Towns and Communities (in regions of slow growth)

5 Calgary Area — Potential of Smaller Cities, Towns and Communities (In Metropolitan Regions Facing Rapid Growth.)

6 Lethbridge-Medicine Hat Area—Regional Planning Effectiveness.

INTRODUCTION

The Task Force on Urbanization and the Future was established in 1971 by the Alberta Government and the ten cities of Alberta to examine, over a three year period, aspects of urbanization which were of concern to the people of this province. In its original terms of reference it was mandated to use an interest based problem solving approach. (This was subsequently modified by the Board to involve only the first year of its operation.)

With this approach, once a problem is identified or an issue raised, the relevant interest groups, working with researchers, planners, and under the general direction of elected representatives, develop the best possible response to the problem, given the concerns of the various interest groups. In this way the policy evolves out of what is desirable and acceptable to the groups that are implicated in the resolution of the particular problem. More simply, the objective was to enable 'a wide range of people to participate in the formative stages of policy making'.*

The general direction of elected representatives was provided by a Board consisting of four mayors and two cabinet ministers, the Minister of Municipal Affairs being chairman.

Six task committees were organized by the Task Force staff. On each committee a wide range of interests was represented. Each committee was based in a different area of the province and each was charged with investigating a particular problem, the particular problem having been defined after consultation with elected officials and other people in the respective areas.

The six committees were located in the following areas and considered the following issues:

In the Lethbridge-Medicine Hat Area—Regional Planning Effectiveness

In the Drumheller Area—Potential of Smaller Cities, Towns and Communities (in Regions of Slow Growth)

In the Calgary Area—Potential of Smaller Cities, Towns and Communities (in Metropolitan Regions facing Rapid Growth)

In the Camrose-Wetaskiwin-Edmonton Area—Solid Wastes: Problems and Solutions

In Metropolitan Edmonton — Urban Government Effectiveness

In the Peace River Area—Regional Planning Effectiveness

To provide background information to each committee and to stimulate wider public discussion, a number of "state of the debate" papers were published by the Task Force, which included 'The Role of Regional Planning,' 'Choices For Metropolitan Growth', 'Issues in Local Government' and 'Solid Wastes—Problems and Solutions'.

The following reports are the result of eight months work by the Task Committees and contain the conclusions and recommendations of the members of each committee.

* The interest-based planning approach was suggested for the Task Force by Michel Chevalier of York University.

CONTENTS

Introduction

Final Reports of the Task Committees

— Regional Planning Effectiveness in the Peace River Area 7

— Regional Planning Effectiveness in Southern Alberta 15

— Urban Government Effectiveness— Edmonton Metropolitan Area 29

— Potential of Smaller Cities, Towns and Communities In Regions of Slow Growth (The Drumheller Region) 43

— Potential of Smaller Cities, Towns and Communities In Metropolitan Regions Facing Rapid Growth (The Calgary Region) 55

— Solid Wastes: Problems and Solutions— (Edmonton, Wetaskiwin, Camrose Area) 65

Review of Task Committee Work 87

Members of the Task Force Board 91

Staff of the Task Force 91

Task Force Publications 91

Acknowledgements 91

CONTENTS

Membership of the Peace River Task Committee on Regional Planning Effectiveness 8

Foreword 9

Introduction 9

Recommendations 9

1. Boundaries and Size of the Commission 10

2. The Regional Plan 10

3. The Role of the Commission 10
   (a) As a Co-ordinating Agency 10
   (b) As a Planning and Subdivision Approving Agency 11

4. The Role of the Provincial Planning Board 11

5. The Financing of Commissions 11

6. Legislative Changes 12

Summary 12

REGIONAL PLANNING EFFECTIVENESS IN THE PEACE RIVER AREA

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Task Committee Co-ordinator

Karen Sorensen
Task Committee Co-ordinator

FOREWORD

Two Task Committees, one in the Peace River area and one in Southern Alberta, have examined the role and effectiveness of regional planning. The purpose of this paper is to present the conclusions and recommendations of the Peace River Task Committee on the Role and Effectiveness of Regional Planning.

INTRODUCTION

The Task Force on Urbanization and the Future was established because we in Alberta are experiencing urbanization in a rapid and therefore dramatic way. In the guidance of such swift and dramatic change, it is important that the people of Alberta have an opportunity to participate and to become involved. The Task Force, through "interest-based" planning has tried to involve a wide spectrum of our population in some of these issues of urbanization. Thus, from the representatives of various interest groups we have established Task Committees to examine issues and explore solutions with those who must implement policy and make legislation.

In our initial contact with the Peace River region of Alberta, regional planning and its effectiveness was identified as a concern. Consequently, it became the issue to be examined in the region. In late August of 1971 a Task Committee Co-ordinator was appointed to begin contacting interest groups in the region. Because this co-ordinator also had responsibilities in Edmonton for Urban Government Effectiveness, a co-ordinator in the region was also hired. The first few months were spent in contacting various interest groups, municipal governments, senior government departments and agencies and the Peace River Regional Planning Commission. Many of these groups wrote position papers on the issue which the Task Force circulated among the interest groups for their discussion and information. These position papers are available from the Task Force for those who may wish to read them.

The first task committee meeting was held in Grande Prairie on March 7th. It and the second meeting, which was held in the Town of Peace River, identified issues while the last two meetings, which were held in Fairview, considered recommendations for the solution of the problems and issues raised. The Task Committee Co-ordinators also met twice with officials from senior government departments and agencies which have made decisions in the region. The first meeting was held on February 1st. Our discussions centered around the need and desirability of having a co-ordinating agency within the region like the Planning Commissions to co-ordinate senior government plans and policy within the region. There was an acceptance of the need for such an agency. This committee also explored how their particular departments and agencies might facilitate the Regional Planning Commission in fulfilling the role and function of co-ordination. The summaries of these meetings are also available for those who may wish to read them.

To facilitate wider public participation and involvement in the regional planning issue, the Task Force organized a public meeting in Grande Prairie on January 25th. As another means to involve people, on April 20th, in co-operation with Radio Station CFGP in Grande Prairie, an all-day "radio seminar" on regional planning was held. This was a modified "talk-in" show interspersed with a panel discussion. "Phone-in's" from the public were accepted at specified times. Part of the day's program included a discussion on regional planning with high school students broadcast from the Grande Prairie Composite High School. This was one of the most successful parts of the seminar. It would have been useful to pursue this technique of public participation more fully if the Task Force could have continued for the next two years.

The Peace River Task Committee on Regional Planning Effectiveness had represented on it civic officials, including mayors, city managers, aldermen, and town councillors. There were also members from the staff of the Provincial Planning Branch. Representatives from chambers of commerce, preventive social service advisory boards, and student groups were included. A good deal of assistance was provided by the Peace River Regional Planning Commission.

RECOMMENDATIONS

The Task Committee on Regional Planning accepts that there is a need for a regional agency in the Peace River area to co-ordinate a whole range of activities among municipalities, and between municipalities and provincial departments, to formulate planning and development policies for the area. The Regional Planning Commission is a logical administrative mechanism to achieve this and has the legislative authority to carry out the planning function. Every effort should be made to improve its effectiveness.

In this regard the Committee has agreed to the following recommendations:

1. Boundaries and Size of the Commission

The Peace River Regional Planning Commission covers one-third of the total land area of the Province and within that region it contains some 87,000 people. This gives it an unusually low density per square mile. A large geographic area with such a low density presents some difficult problems in transportation and communications. For example, a substantial portion of the Commission's budget is allocated to travel for Commission members to attend meetings. Other evidence is the fact that for a considerable time the Town of Peace River opted out of participation in the Commission. Although there could be identified two or more sub-regions within the Peace River Regional Planning Commission area, the Task Committee felt that there was still an urgent need to look at planning in the Peace River area as a single region. However, some measure is necessary to cope with the problems of size.

Recommendation

That a Commission field office for the region be established and that the Province in its budget approvals should support the establishment of such an office. (The most logical location for that office at this particular time would be in the Town of Peace River.)

2. The Regional Plan

A good deal of the effectiveness of regional planning commissions depends upon whether a preliminary regional plan or a regional plan has been approved and adopted. The Peace River Regional Planning Commission has completed some of the necessary studies (an Economic Base Study, and a Goals and Objectives Study are nearing completion while a Central Places Study has been completed) but considerable work remains to be done.

Recommendation

That the Provincial Planning Board, with a view to expediting this work, examine whether additional commission staff will be required if the necessary studies are to be completed in the next two years or within some specified time.

There was agreement that the regional plan should be a broad policy statement, and that the land use and zoning aspects should only be included insofar as they are essential to implement policy. The Committee felt that any plan for the region would be of limited value unless it represents the policies of both the provincial departments and the municipalities of the region. It is necessary that any preliminary plan or regional plan be an authoritative document.

Recommendation

That the preliminary and regional plans for the region have the consensus of the Province and the regional municipalities and that it be binding on both. There should be no unilateral action on the part of any of these parties.

Various suggestions were discussed by the Committee as to how the Provincial Government commitment to the plan could be strengthened. The most meaningful way to achieve this would be to have the Executive Council approve regional plans rather than the Provincial Planning Board.

Recommendation

Consideration should be given to strengthening Provincial commitment to a regional plan and ways should be explored as to how this could be achieved.

Because the economic base of the Peace Region is dependent on a mixture of agricultural and resource development, it may be desirable to prepare, within the regional plan framework, sub-regional plans. Depending upon the circumstances, these sub-region plans could contain varying amounts of detail with regard to both the nature of development and the public investment program.

3. The Role of the Commission

(a) As a Co-ordinating Agency

Because the Commission has both Provincial and municipal representation, it provides an opportunity for the co-ordination of government policy in the region. Although the Commission does carry out this function at the present time, its effectiveness could be much improved if key Provincial departments such as Industry and Commerce, Health and Social Development, and Culture, Youth and Recreation were represented on the Commission.

Recommendation

That a review be made of the key Provincial Government departments represented on the Commission.

Some concern in the Committee was expressed about too much Provincial representation on the commissions. If all Provincial Government departments were represented on the commissions, their numbers might be greater than municipal representation within the region. Thus, any review of key Provincial Government representation might consider the establishment of a technical committee of Provincial departments to advise the commissions. This could resolve the problem which might occur if all Provincial departments were represented on the commissions.

Several Federal Government departments and agencies, such as the Ministry of Transport, the Canadian Transport Commission, and Central Mortgage and Housing Corporation make decisions which have an impact on the region.

Recommendation

That the Provincial Department of Intergovernmental Affairs encourage Federal Government departments and agencies who have plans in the region, to coordinate their activities with the Commission.

(b) As a Planning and Subdivision Approving Agency

After discussing the Commission's role as a regional planning agency, the Committee concluded that the Commission should spend more time on planning, and developing a plan for the region. It was noted that the subdivision approval function of the Commission occupies a disproportionate amount of the time of the Commission's staff. There was some suggestion in the Committee that this function should be removed from the Commission and be given to the individual municipalities. This was rejected because the municipalities in the region do not have the technical knowledge and staff to efficiently process such applications. Nor do the commissions have the financial resources to employ the staff required when the need for such staff is limited by the small number of applications each municipal jurisidiction would encounter. Moreover, the commissions are a more objective body outside the area of immediate conflict. It was also suggested that subdivision approvals are an educative process helpful to commission members' understanding of the regional issues.

Recommendation

That the Commission retain subdivision approval authority but that the Department of Municipal Affairs review the cost of subdivision approvals either through considering a new fee structure or through the addition of new staff so that more of the Commission's time can be spent on regional planning.

The committee was encouraged to hear that the Peace River Regional Planning Commission has adopted new procedures to facilitate subdivision approvals so that more of the time of the Commission's staff can be devoted to their regional planning function.

4. The Role of the Provincial Planning Board

The Provincial Planning Board, because it has representatives from many Provincial departments and because it has assigned to it by the Planning Act, the role of overseeing regional planning commissions, can play a crucial part in improving the effectiveness of regional planning. Of necessity, functions involving administration and financing of commissions, subdivision approvals and subdivision appeals, absorb a good deal of time. Now that the commissions are actively engaged in preparing regional plans, a much greater Provincial input will be required.

This will involve among other things, establishing a more adequate data system with greater consistency among regions. It will involve a clearer definition of the responsibilities between the Province and the regions for data collection to avoid costly duplication. It will require that the Province provide guidelines for economic base and other major studies so that the results have some comparability and will be of value both to the Province and the regions. It will require that Provincial policy guidelines be established for each region. In brief, for more effective regional planning, a greater Provincial input is required in the coordination of regional plans in relation to one another, in technical studies and in policy framework. This may also involve a wider Provincial representation on the Board. Currently Municipal Affairs, Environment, Lands and Forests, Education, Agriculture, Highways and Transport and the Land Titles Office are represented. Such Departments as Health and Social Development, Culture, Youth and Recreation, Industry and Commerce are not represented.

Recommendation

That the Minister of Municipal Affairs review how the operations of the Provincial Planning Board and the Provincial Planning Branch can be expanded to provide greater inputs into regional planning.

5. The Financing of Commissions

The new arrangements for financing of commissions (the creation of the Provincial Planning Fund) have been in effect for only a relatively short period of time. It is the opinion of the Committee that it will require several years to determine what basic changes if any might be required. However, because of this change in financing, planning commissions are experiencing some peculiar difficulties. Commissions in previous years received funds directly from their member municipalities. Since the establishment of the Planning Fund these municipal funds go into the Provincial Fund and are not directly available to the commissions. Consequently, the commissions find themselves in a difficult financial position because their fiscal year begins January 1st,

while the Provincial Government's fiscal year begins April 1st. In previous years the commissions were able to finance themselves between January 1st and April 1st on funds received from their municipalities. This they can no longer do.

Recommendation

To alleviate this situation the Committee recommends that Section 10 of the Planning Act be amended to make the commission's fiscal year concurrent with that of the Province. If this cannot be done, the Committee recommends that the resources in the Planning Fund be made available and expanded so that in the interim period between January 1st to April 1st, the commissions can draw upon the Planning Fund to maintain their day to day operations until they receive their budgets from the Province.

6. **Legislative Changes**

It was the understanding of the Task Committee that the Department of Municipal Affairs of the Province and the Provincial Planning Board are currently reviewing planning legislation. Concern was expressed about opportunities for various interested and affected groups to participate in the re-writing or revising process. It was felt that it would be inadvisable to undertake any review of the Act without consulting the public at large and interested agencies such as municipalities, planning commissions and Provincial Government departments. Before any draft of new or revised legislation is tabled in the legislature, it is important that the public and interested groups have an opportunity to consider what changes are necessary. The public should not be put in a position of only reacting to proposed legislative changes. They should also have an opportunity to say what changes are needed.

Recommendation

That the Province, through the Department of Municipal Affairs, consult with the public, municipal governments, and planning commissions before the first draft of any new or revised planning legislation is presented to the legislature.

However, the Committee felt that one particular section of the Planning Act warranted comment and recommendation at this time. Section 18 of the Planning Act raises major problems in the co-ordination of regional plans and policies for the commissions. If from time to time key regional functions are excluded from reference to the regional body, or excluded from the purview of the regional plan, then the plan may have limited value.

Recommendation

That Section 18 of the Planning Act be deleted or revised so that it is more in keeping with effective regional planning[1]

1.

THE PLANNING ACT

being chapter 276 of the Revised Statutes of Alberta 1970 with amendments up to and including 1971

18. (1) This Act does not apply when a development or a subdivision is effected solely for the purposes of providing for

(a) public roadways, highways, highway maintenance, garages and sites, government weigh scales, or

(b) drainage ditches, irrigation ditches and irrigation canals, or

(c) wells or batteries within the meaning of The Oil and Gas Conservation Act, or

(d) pipe lines within the meaning of The Pipe Line Act, or

(e) rights of way of public utilities within the meaning of The Public Utilities Board Act, or

(f) rights of way of railways, or

(g) any other thing that the Lieutenant Governor in Council may determine.

(2) Where a parcel has been or is separated into two or more parts by a registered road plan or right of way plan or by a natural boundary those separate parts shall be deemed to be one parcel for the purposes of this Act.

(R.S.A. 1970, c. 276, s. 18)

SUMMARY

The recommendations and conclusions are those of the Task Committee. They have been approved by the Committee at their final meeting in Fairview on the 24th of May, 1972. Implementation of the recommendations contained in this report is the responsibility of those to whom they are directed. However, it is the responsibility of those involved in the Task Committee to encourage various authorities to act on the recommendations contained herein. The following is a summary of the recommendations of the Task Committee.

Boundaries and Size of the Commission

The Committee recommends that a Commission field office for the region be established and that the Province in its budget approvals should support the establishment of such an office.

The Regional Plan

The Committee recommends that the Provincial Planning Board, with a view to expediting the development of a preliminary regional plan and a regional plan, examine whether additional commission staff will be required if the necessary studies are to be completed in the next two years or within some specified time.

The Committee recommends that the preliminary and regional plans for the region have the consensus of the Province and the regional municipalities and that it be binding on both. There should be no unilateral action on the part of any of these parties.

The Committee recommends that consideration should be given to strengthening Provincial commitment to a regional plan and ways should be explored as to how this could be achieved.

The Role of the Commission

The Committee recommends that a review be made of the key Provincial Government departments represented on the Commission.

The Committee recommends that the Provincial Department of Intergovernmental Affairs encourage Federal Government departments and agencies who have plans in the region, to co-ordinate their activities with the Commission.

The Committee recommends that the Commission retain subdivision approval authority but that the Department of Municipal Affairs review the cost of subdivision approvals either through considering a new fee structure or through the addition of new staff so that more of the Commission's time can be spent on regional planning.

The Role of the Provincial Planning Board

The Committee recommends that the Minister of Municipal Affairs review how the operations of the Provincial Planning Board and the Provincial Planning Branch can be expanded to provide greater inputs into regional planning.

The Financing of Commissions

The Committee recommends that Section 18 of the Planning Act be amended to make the commission's fiscal year concurrent with that of the Province. If this cannot be done, the committee recommends that the resources in the Planning Fund be made available and expanded so that in the interim period between January 1st to April 1st, the commissions can draw upon the Planning Fund to maintain their day to day operations until they receive their budgets from the Province.

Legislative Changes

The Committee recommends that the Province, through the Department of Municipal Affairs, consult with the public, municipal governments, and planning commissions before the first draft of any new or revised planning legislation is presented to the legislature.

The Committee recommends that Section 18 of the Planning Act be deleted or revised so that it is more in keeping with effective regional planning.

CONTENTS

Members of Task Committee 16

Foreword 17

Regional Planning Effectiveness 17

Recommendations 18

1. Community competition 18
   (a) Taxation 18
   (b) Municipal assistance loans 19
2. Planning 19
   (a) Lack of direction 19
   (b) Communication and Co-ordination 20
   (c) Financing of Commissions 22
   (d) Land Speculation 22
   (e) Promotion of Regional Planning 23
3. Economic Development Promotion 23
   (a) Economic Development agencies 23
   (b) Integration of activities of financial assistance agencies 24
4. Regional Administration 25

Summary 26

REGIONAL PLANNING EFFECTIVENESS IN SOUTHERN ALBERTA

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FOREWORD

The rapid growth of Alberta's large urban centres, their difficulties, and the problems being experienced by small municipalities and the outlying areas of the Province have evoked widespread public interest and concern. Through its action of initiating the Task Force on Urbanization and the Future, the former Provincial Government evinced its interest in obtaining the views of Albertans concerning the trends of growth and development within the Province. Indicating its willingness to promote a form of participatory democracy the government structured the Task Force to permit wide participation in an examination of those contemporary concerns associated with a process of rapid urbanization. In concert with municipal guidance and participation the Task Force identified several concerns for specific analysis. Among these concerns the effectiveness of regional planning was considered to be of top priority.

For a period of several months two Task Committees proceeded with an examination of regional planning. Located in the Northern and Southern regions of the Province these Committees attempted to identify the problems being experienced by Regional Planning Commissions, to assess the general progress of regional planning, and to formulate specific recommendations aimed at facilitating orderly growth and development at the regional level.

Starting in September, 1971, wide-ranging discussions began with a variety of interest groups and concerned individuals. Participation on the South Task Committee included representatives from the Medicine Hat and Oldman River Regional Planning Commissions, Provincial and local civil servants, civic officials, interested citizens, representatives of the private sector, economic development officers and faculty members from the University of Lethbridge. The Co-ordinator of the Task Committee was also a member of The Southwest Economic Development Advisory Committee and a number of recommendations developed by that Committee are contained in this report.

The report, which involved many hours of discussions, debate, drafting and redrafting, summarizes the work of the Southern Alberta Task Committee. The recommendations are made with due recognition of the fact that the Province of Alberta has held a leadership role with regard to planning in Canada and with hope that the adjustments needed to meet changing situations will be made.

SOUTHERN ALBERTA REGIONAL PLANNING EFFECTIVENESS

It is evident from even a cursory examination of the activities of the Oldman River Regional Planning Commission and Medicine Hat Regional Planning Commission, that a number of serious questions may be raised about the effectiveness of regional planning in Southern Alberta. Generally speaking, these activities reflect a mere reaction to the present trend of regional growth and development, rather than the implementation of comprehensive planning policy. Such policy is absent. The responsibility for this situation does not rest with the representatives or the planning staff of the two Planning Commissions. To the contrary, Southern Albertans are fortunate to have active and competent representation and a uniformly high standard of ability in the ranks of their planners.

For regional planning to be effective, there must be co-operation among municipalities. Unfortunately, the search for additional sources of revenue encourages municipalities to take an insular view of their individual growth and expansion, and forces them to be unco-operative with one another regarding matters which are regional in nature. Communities compete with one another both for private investment and those developments, such as schools and swimming pools, which might attract investment. It is argued here that this situation of competition makes it virtually impossible for regional planners to obtain agreement on meaningful regional planning policy. It is clear that the forces which determine the growth and development of each municipality discourages such agreement, and that local authorities are quick to oppose planning policies which might undermine their potential to attract private investment. For this reason, little progress has been made in the preparation of policy which would both define the needs and objectives of the region as a whole, and set the direction for future growth and development.

It is considered that competition among municipalities is healthy and should be promoted. However, the type of competition which currently exists for tax revenues and senior government resources and revenues works to the disadvantage of individual municipalities and the region as a whole. This report directs itself, in part, to the amelioration of the latter type of competition.

There are cases of antagonism on the part of communities toward the Planning Commissions. To a certain degree this develops from a dislike of having "outsiders" interfering in what are considered to be community affairs.

There is no doubt that certain communities have found it difficult to accept that planning is a fact of life, and cannot understand why they should have to abide by regional planning policy. But this appears to be only part of the problem. While the regional planner's role is primarily an advisory one, his presence as a recognized professional gives him considerable influence. By and large, smaller communities are not in a position to obtain alternatives to the professional opinion provided by planners. This situation tends to emphasize the apparent antagonism that certain municipalities have for planners. More often than not the planners' advice is sensible from the point of view of orderly development, but may, at the same time, come into conflict with a community's immediate concern about encouraging private investment.

Face to face contact and continuing personal interest in the community are considered the best methods of improving rapport and overcoming these difficulties. Both Commissions are structured to permit representatives from the member municipalities to be in direct contact with the planners. For example, the Oldman River Regional Planning Commission has established a committee system whereby representatives are able to meet with the planners and discuss particular problems. The committees deal with such areas of concern as transportation, recreation, and communication. At the moment, the planners are discussing with the representatives the inputs which they, the professionals, consider necessary for the preliminary regional plan.

Despite the noticeable improvement in the rapport between the professional planner and the Commission representative, it is difficult to envisage a situation outside the present paradigm of competition. Provincial Government policies, particularly with respect to the tax system, make it difficult to view, with any degree of optimism, the possibility of regional co-operation among local authorities. This is not to suggest that local authorities are unwilling to consider co-operation at the regional level, but rather to observe that they are confronted with the practical problem of having to deal with circumstances that stem directly from present Provincial Government policies and legislation such as the need to compete for industrial and commercial development.

Discussion of regional planning effectiveness cannot exclude consideration of the average community's interest in attracting private investment, and the fact that this interest has led to both a disinclination to support regional planning policy and an unwillingness to accept local planning recommendations when they are considered economically restrictive. With this in mind, it is the overall recommendation of this Task Force Committee that the Provincial Government establish regional administrative structures to co-ordinate the two essential components of regional growth and development: planning and promotion. Divided into four sections, this report will make recommendations with regard to Community Competition, Planning, Economic Promotion, and Regional Administration. The recommendations are made in terms of the Provincial Government's role in two areas: its responsibility as the Province's planning authority; its responsibility to attract private investment to the Province. Because the process of regional planning impinges directly upon a wide spectrum of socio-economic interests and issues, the activities of Planning Commissions have become, to a significant degree, political in nature. However, many of the forces which determine the direction and character of regional planning, and, moreover, often cause political problems at the Commission level, remain outside the immediate jurisdiction of Planning Commissions. Through legislative power, and inasmuch as these forces evolve, or originate, from Provincial policy and legislation, the Provincial Government is directly responsible for both the progress of regional planning and the planning difficulties the Commissions are currently experiencing. Referring to the Calgary Regional Planning Commission, "The Calgary Plan" states: "This body is not a government and does not possess political power. In practice, the Provincial Government, through legislative power and the right of veto of planning proposals and control of tax policies, is the planning authority." (Chapter: The Calgary Region; April 1971, p. 11.1)

RECOMMENDATIONS

1. Community Competition

(a) Taxation

Under the existing property tax system, communities are extremely unwilling to endorse planning policies or other development control measures which may infringe upon their financial interests. "The Calgary Plan" observes: "With reference to . . . thoughts on regional planning policy, it is pertinent to examine the fundamental force dividing political objectives, namely the tax system. The rivalry for additional means of tax revenue is real and will continue as long as property tax remains the primary source for financing most local government functions. The tax system could be said to account for many plan-

ning decisions, including the persistent desire of surrounding municipal districts to become urbanized." (Chapter: The Calgary Region; April 1971, p. 11.1)

Recommendation:

That the Provincial Government review the present property tax system with a view to ameliorating the competition that exists among municipalities for tax revenue. It is suggested that such proposals as distributing industrial revenues on a regional basis be brought forward for further examination.

(b) Municipal Assistance and Loans

Further exacerbating the competition among communities is the current criteria used for distributing revenues under the Municipal Assistance Act and for the provision of loans through the Municipal Finance Corporation. The fact that population size is used in both cases encourages municipalities to emphasize the need for growth, often to the detriment of planning. It should also be noted that the present arrangements also lead to an extremely wasteful allocation of the Province's resources. In many cases these resources might be better utilized if their distribution was based on sound economic and social criteria, rather than the so-called "fair" criterion of population size.

It has been argued that a cost-benefit analysis of the existing system for providing financial and other assistance to municipalities would indicate a thoroughly inequitable, and economically questionable, situation insofar as regional economic development and growth is concerned. It has also been suggested that senior government assistance to municipalities would produce more profitable results for the region, and the Province as a whole, if it were diverted into "growth centres". However, instead of referring to the notion of growth centres and declining centres, it is possible to argue a regional growth and development hypothesis, which would involve a delineation of communities in terms of "function". It is clear that a region, administered in terms of the functional interdependence of municipalities, would have the result of changing the insular attitudes so prevalent among Southern Alberta communities today. With a functional approach, the status of each community would change. To illustrate this point, the Lethbridge region will be used as an example. It is not too difficult to conceive of a situation, under a form of regional administration, encouraged by changes in the present property tax formula and criteria used for distributing Provincial assistance, where Lethbridge might become the regional industrial and service centre, Pincher Creek a regional recreational playground, Fort Macleod a regional tourist centre, and so forth. While in this situation, the roles of the various communities would have changed, or have become more clearly identified, the communities themselves would enjoy an economic viability not previously experienced. In addition, by concentrating on the functional nature of each community, there would be less chance of wasteful and unnecessary duplication of services within the region. Moreover, it should be observed that such a program would not impinge unduly upon the autonomous positions of municipalities. To the contrary, communities would have the possibility of realizing economic potential of various kinds in terms of the wishes of local citizenry and resource potential: it should be noted that not all communities are interested in industrial growth, but are forced to accept it for the reason that it is sometimes impossible for them to promote other development outlets, such as tourism. Furthermore, the encouragement of functional interdependence would actualize the feeling of interdependence that larger and smaller communities already have for one another.

Recommendations:

(i) That the Provincial Government establish equitable and economic criteria for the distribution of Provincial revenues and loans in order that regional administrative structures will be able to facilitate the implementation of priorities derived at the regional level and contained in an approved regional plan.

(ii) That the Province's resources and revenues be distributed in such a way as to both promote the concept of functional interdependence and secure the quality of life desired by individual municipalities.

2. Planning

(a) Lack of Direction

The Planning Act requires that Regional Planning Commissions take action to prepare a Regional Plan. While the Act provides broad guidelines of how this is to be done, the required direction is absent. Without firm Provincial Government direction, the preparation of regional planning policy will remain, more or less inoperative. More direction would ensure a greater possibility that policy formulation will be in concert with plans that the Provincial Government may have with regard to the decentralization of government services, the development of recreational areas, the building of transportation routes, and so forth. As long as this direction is lacking, there

is no assurance that policies developed at the regional level will be either acceptable to the Provincial Government or compatible with evolving Provincial policy. Moreover, there will be no assurance that the various regional plans will bear some sensible relationship to one another. It appears that the lack of Provincial Government direction will result in the production of seven regional plans, each prepared in a different manner and bearing no relationship to one another. Certainly the preparation of plans would be more meaningful if there were firm directives from the Provincial Government. "The Role of Regional Planning" states (pp. 8-9): "1. The question is really whether planning should be viewed as a rational adjustment to inevitable change or as an instrument of change. In the absence of provincial objectives, regional planning is apt to play primarily an adjusting role because basic decisions regarding such matters as nature of the province-wide transportation grid, aid to declining communities, etc., (i.e. those decisions which most strongly affect the nature of a region) must be made by the Province. 2. Given that the provincial policy guidelines are in process of clarification the question still arises as to the sort of document the regional plan will be. Will it be a broad policy document or an enlarged version of a city general plan? Will the details concentrate on a short-term investment program? What aspects of regional investment will it be concerned with?" (Task Force on Urbanization and the Future; "The Role of Regional Planning", 1971)

To a certain degree, the Commissions can be viewed as a "buffer zone" between the Provincial Government and member municipalities. The Commission does not have the authority to change this situation, which can be seen to be the direct consequence of the lack of direction from the Provincial Government. For example, it is the responsibility of the Commissions to set up work programs and to identify projects that require "special" financing. In the present situation, planners have been forced to become "salesmen" in order to obtain financing for particular projects. The Commissions, however, are unable to determine what criteria are used by Provincial authorities in the selection of projects for "special" financing. As a result, planners find themselves having to explain to a member municipality such replies as "try it again in your budget next year". A community, being primarily concerned with its own welfare and development, loses patience with the planners and finds it difficult to accept that the Commission is not responsible for the barriers preventing a project from getting underway. Thus, the regional planner is faced not only with the difficulty of getting member municipalities to understand the role of regional planning, but also with the job of having to explain vague directives from Provincial authorities.

Recommendations:

(i) That the Provincial Government establish policy for the Province's orderly growth and development.

(ii) That the Provincial Government clarify its policies with regard to transportation grids, location of government services, provision of health, education and recreation facilities, etc.

(iii) That in preparing Provincial policy the government request widespread participation, and professional assistance from experts, such as regional planners and economic development officers, located in the various regions.

(iv) That Provincial policy be flexible enough to accommodate "a variety of choices of the quality of life" desired by various municipalities and expressed in regional plans. In addition, Provincial policy should have the objective of maximizing the social, economic, and cultural opportunities in various regions, and of conserving the physical environment.

(v) That the Provincial Government determine, within the context of provincial policy, a firm set of guidelines for the co-ordination of regional plans.

(vi) That the Provincial Government, in formulating guidelines, take into consideration the regional differences, priorities and values reflected in, and expressed by, the various regional plans. It is understood that regional plans will be philosophical and policy setting documents existing within the framework of provincial policy but, at the same time, encapsulating regional socio-economic forces.

(b) Communication and Co-ordination

Of the various difficulties experienced by the Commission, two remain at the forefront: communication and co-ordination. "The Role of Regional Planning" states (pp. 13-14):

"3. A related matter is the possibility that the power of the Commissions may be eroded by the creation of single purpose agencies, such as intermunicipal water authorities, regional industrial development associations, possible regional park authorities, northern development council, etc. As the number increases, the possibility of co-ordinating regional policies becomes more difficult and complex. The

question as to whether the Commissions themselves might not evolve into assuming some or many of these functions is worth examining.

4. It is also worth examining how effective the Commission is in its role of co-ordinating provincial municipal developments in the region. Only a few of the provincial departments are represented on the Commission, such that even in terms of formal liaison procedures there is a problem for the Regional Planning Commission in relation to most provincial and federal departments and agencies. Moreover, until a regional plan is prepared significant decisions may be made by the Province without reference at all to the regional planning agency. Section 18 of The Planning Act specifically exempts from subdivision or development control by the Regional Planning Commission such utilities as highways, irrigation ditches, pipelines, railways, etc., or 'any other thing that the Lieutenant-Governor in Council may determine'." (Task Force on Urbanization and the Future; November, 1971)

A lack of direct and flexible lines of communication with departments and agencies, which from time to time become intimately involved in, or infringe upon, matters of significance to planners, is a constant source of frustration for both Commissions. Frequently, the interpretation and passing on of information from government bodies "breaks down", and the Commissions find themselves having to rely on third and fourth party translations.

It is not uncommon for the Provincial Government, through its various departments, to initiate programs the outcome of which may have far-reaching effects for the areas that come within the jurisdiction of the two Southern Planning Commissions. Quite frequently, however, these programs are initiated without prior consultation with the Commission concerned or, for that matter, with other government departments. This lack of interdepartmental liaison results in haphazard development at best and often policies and actions which are in direct conflict with one another.

A similar lack of co-ordination is noticeable between Federal agencies and those of the Province. The Department of Regional Economic Expansion, for example, has undoubtedly had a profound effect on the region of Southern Alberta. The Commissions have taken certain initiatives to improve communication with Federal agencies. But the quality of this communication and its general applicability with regard to co-ordination, depends largely on the resources available to the Commission and the authority given to it by the Provincial Government. The informal communication between Planning Commissions and Federal authorities provides a further illustration of another gap in administrative organization: this time between the two senior levels of government. The Commissions have extended their activities in an effort to fill this gap, but for them to do so properly they must receive further assistance and authority from the Provincial Government.

There is a definite need for a co-ordinating agency that would review policy decisions made by various levels of government to ascertain whether or not they conflict with one another or with the long term plans of the Province. Investigation reveals the existence of two bodies which act as co-ordinating agencies: the Provincial Planning Board and the Interdepartmental Planning Division of the Department of the Environment. The Provincial Planning Board is comprised of senior civil servants from various government departments, and their duties include the hearing of subdivision appeals and the arranging of financing for Planning Commissions. The Interdepartmental Planning Division is also composed of senior civil servants and its objectives as stated in the 1971 Annual Report are: ". . . to obtain submissions, views, and general reactions to active or suggested government policies, programs, actions, regulations and proposed legislation regarding environmental matters . . ." It should be noted that the term "environmental" has developed a broad connotation, and has included such activities as land use studies.

At the present time, neither of the bodies mentioned above is doing an entirely effective job of co-ordinating government policy as it affects regional planning. This can be attributed, to a large degree, to the lack of policy direction. The sphere of jurisdiction of the Interdepartmental Planning Division is restricted insofar as assisting Regional Planning Commissions is concerned, and the Provincial Planning Board has become largely involved in appeal proceedings.

It must be emphasized that Planning Commissions work in relative isolation, both from one another and from senior government departments. While there is an exchange of information from time to time, the Commissions are not in a position to obtain detailed information about, or to co-ordinate, the activities of senior government departments and agencies even though these activities may have a direct impact on regional economic development and planning. The situation is such that the Commissions may be seen to be in an extremely frustrating position.

Recommendations:

(i) That the Provincial Government establish **one** Provincial co-ordinating agency and provide it with sufficient authority to review and co-ordinate policies emanating from the three levels of government in accord with Provincial policy.

(ii) That the new co-ordinating agency be provided with sufficient authority to review, assess and co-ordinate all proposals emanating from individual Provincial departments and agencies. Such proposals should be in concert with Provincial policy and take into account regional goals and objectives.

(iii) That the new co-ordinating agency be directly answerable to the Cabinet. All proposals presented for Cabinet consideration should be examined in terms of both their implications for Provincial policy and their possible impact on growth and development at the regional level.

(iv) That the new co-ordinating agency be appropriately staffed with administrative and research personnel.

(v) That the new co-ordinating agency be structured in such a way as to allow for regional representation from newly created regional administrative structures.

(vi) That the Provincial Government provide, until such time that regional administrative structures and a Provincial co-ordinating agency have been established, the Planning Commissions with a sufficient amount of authority to ensure that senior government programs and policies are co-ordinated at the regional level within the guidelines of Provincial policy.

(vii) That the Provincial Government, as a general courtesy, provide regional administrative structures with the opportunity to participate effectively in all policy matters which have implications for Southern Alberta.

(c) Financing

"The Role of Regional Planning" states (p. 12): "A more general question involves the work priorities of the Commission staff in relation to their various tasks. Since the subdivision approval work and the local planning work involve immediate issues as compared with the longer term issues of the regional plan, the former may well occupy the commission's limited staffs. This is probably an important reason for the apparent slowness in the preparation of regional plans." (The Task Force on Urbanization and the Future; November, 1971) "The Calgary Plan" observes that with regard to the Calgary Regional Planning Commission: ". . . the Commission has little if any encouragement to go beyond its present scope as the advisory authority for subdivision and development." (Chapter: The Calgary Region; April 1971, p. 11.1)

With regard to the Commissions' difficulties in fulfilling their responsibilities to the satisfaction of both themselves and member communities, it must be noted that the question of financing is part of the overall problem. Presently, the planner's major responsibility, not his choice, involves land use programs. Subdivision design is the most prominent aspect of land use studies and takes up about sixty to seventy per cent of the professional planner's time. Politically speaking, the Provincial Government may, if it is considered desirable, control the Commissions' activities by deciding what additional assistance they may receive and for what particular or "special" endeavours.

Recommendations:

(i) That the Provincial Government review the current method of financing the operations of the Planning Commissions with the aim of providing these Commissions with the opportunity to implement regional plans.

(ii) That the Provincial Government review Provincial budgetary spending particularly with regard to planning projects, with the objective of facilitating orderly growth and development at both the municipal and regional levels.

(iii) That the Provincial Government provide additional financial assistance to the Planning Commissions in such a way as not to compromise their autonomous positions.

(d) Land Speculation

There exists in Southern Alberta, perhaps not surprisingly, a conflict between the right of the individual to pursue economic gain, and the principle of planning. Nowhere is this more evident than in the area of private ownership of land. Speculation has proved to be one of the most difficult problems facing Planning Commissions today: "Land speculation mitigates against the entire process of orderly economic development within a municipality." At present, zoning regulations and development control policies do little to offset this problem and, at times, tend to exacerbate it. Re-zoning to a higher category of use, for instance, often leads to speculative activity. The practice of zoning is an attempt to bring

some order to growth and development and, concomitantly, to secure a certain quality of life for the residents of an area. However, it is not unusual for property owners, once their land has been zoned for developmental purposes, to seek substantial financial returns. The effect of this is to discourage private developers from purchasing land that has been zoned for particular purposes and to encourage them to buy cheaper land elsewhere. Local authorities, not wishing to discourage private investment, tend to accommodate investors by rezoning that property which has been bought at a reasonable price. Such accommodation frequently conflicts with rational planning policy and damages the quality of life of the entire community. For effective regional planning to be carried out, the problem of land speculation must be dealt with.

Recommendations:

(i) That the Provincial Government provide local authorities with sufficient financial and other assistance to embark upon land assembly programs in critical areas of development. This does not require legislative change but merely the expansion of the capabilities of the Alberta Housing Corporation.

(ii) Consideration be given to introducing such policy as an "escalating tax system", whereby unreasonable profits are prohibited through the sale of land.

(iii) That the Provincial Government initiate a study into the experiences of various jurisdictions throughout the world which have utilized such techniques as a capital gains tax to counter speculative activity resulting from zoning and other land control practices.

(e) Promotion of Regional Planning

Popular support for, and understanding of, the purpose of Planning Commissions are prerequisites for effective regional planning. The unfavourable public attitude that prevails in certain areas of Southern Alberta could be ameliorated through a promotion program that would emphasize the concept of the "regional community" and the benefits to be derived from regional growth and development. It has been observed that, at the moment, "planning falls into the same category as policing" and as a result has no "positive appeal". Thus it is considered important that the Provincial Government take action to reaffirm its commitment to the concept of regional planning. The following recommendation is made with the understanding that there is no overnight solution to the problem of promoting public support for planning.

Recommendation:

That the Provincial Government initiate a promotion program with the aim of improving the effectiveness of regional policy through increased citizen acceptance and participation.

3. **Economic Promotion**

(a) Economic Development Agencies

The Task Force Committee supports the essence of the following recommendations proposed by the "Southwest Alberta Economic Development Advisory Committee":

"A. Consideration should be given to the establishment of regional economic planning and development bodies, which would parallel in financing structure and organization, the District Planning Commissions. i.e. They would be local boards representing the various areas in the district, which would provide local inputs for the staff of the groups. The terms of reference for such groups are critical and would require further intensive study for more definitive application.

The regional economic planning and development groups mentioned in 'A' should among other services, assist businessmen in the area they serve to get the best possible use from the various government financial assistance programs available to them, and furthermore, should publicize throughout the area, the availability of these various financial assistance programs.

B. The functions of the various financial assistance agencies such as the Alberta Industrial Incentives Act, the Alberta Commercial Corporation, the Financial Assistance to Tourist Facilities Programme, the Treasury Branches, the Alberta Municipal Financial Corporation, the Alberta Housing Corporation, should be integrated through an overall agency, which would at least provide a co-ordinating function, and ideally would avoid overlapping of the various functions. Advice groups such as the Research Council of Alberta, should somehow relate to the finance agencies to provide an 'assistance package' to clients." (It is noted that the Provincial Government has co-ordinated certain financial assistance agencies within the legislative framework of the Alberta Opportunity Fund Act.)

In preparing a regional plan the Regional Planning Commissions must take into consideration "the economic base of the regional planning area" (Planning Act: Clause 69d). Furthermore a regional plan may include "proposals to facilitate the development of industrial enterprises especially adapted to the

economic base and resources of the regional planning area . . ." (Planning Act: Clause 69 (d)). To obtain full benefit from the work of Regional Planning Commissions and to ensure that the economic potential is fully promoted, action must be taken to expand the economic promotion facilities in Southern Alberta.

It became apparent during the course of several discussions that the question of "regional planning effectiveness" cannot preclude reference to the matter of "economic promotion". There is a definite need to co-ordinate the activities of planners and those professionals commonly referred to as economic development officers. Within the context of this perspective it was determined that local economic planning and development offices should be developed at the regional level and form the second component, economic promotion, of a regional administrative structure. The term "economic planning" refers strictly to matters pertaining to the stimulation of economic activity rather than questions of "orderly growth" which are the concern of Regional Planning Commissions. The regional administrative structure being proposed would be one regional body comprised of two individual departments: Regional Planning Commission and Regional Economic Planning and Development Office. It is intended that there should be two regional administrative structures: one for the Lethbridge region; one for the Medicine Hat region. Through these structures both orderly growth and economic promotion would be co-ordinated.

Recommendations:

(i) That regional economic planning and development offices be similar in financing and organization to Planning Commissions, and be responsible to a regional administrative structure.

(ii) That regional economic planning and development offices operate in accord with Provincial policy.

(b) Integration of Activities of Financial Assistance Agencies

The Task Force Committee also supports the following, particularly astute observations and recommendations prepared by the "Southwest Alberta Economic Development Advisory Committee" (October 27, 1971). Regarding regional economic planning development bodies:

"Such (bodies) would have the advantage of being well financed and staffed by well trained experts in economic developments, while retaining the advantage of having local inputs from local citizens. The present Regional offices of the Department of Industry do not have this advantage of local inputs."

and

"Small towns do not and cannot be expected to have the staffs on their Chambers of Commerce, or Municipal Governments, who are charged with the responsibility of economic development. Thus, they cannot compete with the sophisticated techniques employed by the larger communities who have trained and experienced staffs. The Government should place top priority on establishing these regional economic planning and development groups. The community and area economic development business is extremely competitive and only those groups employing well trained and aggressive staffs with sophisticated techniques can hope to survive."

and

"The first chapter of the recently issued 'Eighth Annual Review of the Economic Council of Canada' entitled 'Design for Decision Making — and Application to Human Resources Policies' is entitled the 'Increasing Role of Government'. For better or for worse, in our society, governments are increasing in size and thus assuming greater and greater importance in their job-creating role. Improved instant communication systems enable government to de-centralize their departments and improve their service by getting closer to the people, upgrade the democratic system by making people throughout the Province feel closer to government and enhance their job-creating role by spreading their activity throughout the Province. It would seem logical, for instance, that the Department of Agriculture should be located in Lethbridge, where there is a greater diversity of agriculture than anywhere else in the Province, and where the 'headquarters office' would be in close proximity to the Federal agriculture Research Station, which is the largest in Canada."

RECOMMENDATIONS

(i) That the Provincial Government, under the auspices of The Alberta Opportunity Fund Act provide the necessary resources for the initiation of regional economic promotion offices.

(ii) That the Provincial Government, until such time that regional economic promotion offices are structured, provide the "Southwest Alberta Economic Development Advisory Committee", and its counterpart in Medicine Hat, with sufficient resources to promote the concept of regional economic development and its co-ordination with the activities of Regional Planning Commissions.

(iii) That the Provincial Government accelerate the decentralization of government departments and agencies, taking into account regional economic potential and promotional requirements.

(iv) That the structuring of regional economic promotion offices take into consideration the need for having wide municipal participation involving all interested public and private groups.

(v) That regional economic promotion offices be given sufficient professional personnel to ensure that the economic potential of Southern Alberta is fully promoted.

(vi) That regional economic promotion offices be provided with sufficient authority to co-ordinate, at the regional level, the various senior government financial assistance agencies and incentive programs which have the purpose of stimulating growth and development.

4. **Regional Administration**

If the Provincial Government criteria for distributing Provincial revenues and resources were changed and the present tax system reformulated, the competition among local authorities would be propitiated to a large degree. It should be re-emphasized that municipalities compete with one another for senior government assistance and private investment. At the moment, it would appear that the Provincial Government is in the contradictory position of having to argue, on the one hand, the sacredness of the individual person and individual community and, on the other hand, of determining the Province's future on mass population statistics rather than social and economic criteria.

A form of regional administration, encompassing and co-ordinating both planning and economic promotion, based on co-operation among municipalities, would make available more options to both the individual community and the average Southern Albertan. Under such a regional administration, both regional planners and economic development personnel would play a more important and rewarding role. Presumably, their jobs, having been made much easier through the willingness of communities to co-operate, would be to co-operate among themselves to ensure an acceptable "quality of life" for the residents of the regions of Medicine Hat and Lethbridge. Smaller communities, some of which are presently in a process of decline, would find their roles changing and being molded to accommodate both themselves and the region. Other communities, experiencing a serious state of degeneration, could expect that their residents would be properly accommodated, if they so wished, through provincially administered and financed relocation schemes, and so forth.

The role of private enterprise within the region would also change if the components of planning and economic promotion were administered at the regional level. Certainly the possibility of private investors being able to play one local authority off against another to obtain better "deals" would be considerably reduced, i.e., the possibility of private enterprise being able to guide, and sometimes to control, planning and economic development would be modified. Instead, private capital would be encouraged to make a more positive contribution to the fullfilment of regional policy with regard to social and economic goals.

The adoption of the hypothesis of functional interdependence among communities, and the concept of regionally co-ordinated economic promotion and planning would change the character of certain political considerations.

A regional administration, responsible for the co-ordination of planning and economic promotion, based on the functional interdependence of Southern Alberta communities, would ensure prosperity and a varied "quality of life" for a large number of Albertans. Spirited competition among municipalities would proceed along the more constructive lines of promoting broad municipal interests and potential, rather than in terms of the insular concerns associated with the conflict for tax revenues. Recognition of "positive municipal worth" would be the key to sensibly operated regional administrative structures working within the framework of Provincial policy.

Recommendations:

(i) That the Provincial Government facilitate regional economic development and planning in Southern Alberta by making it possible to initiate two regional administrative structures: one for the Lethbridge region; one for the Medicine Hat region.

(ii) That the Provincial Government provide both structures with sufficient authority to co-ordinate the two components of planning and promotion in accord with Provincial policy and with consideration for individual municipal interests.

(iii) That both structures be composed of representatives from the various municipalities located within the two regions.

(iv) That both structures be suitably staffed with personnel who have enough expertise to co-ordinate the activities of both planners and economic development officers.

(v) That government Cabinet members and other M.L.A.'s endeavour to maintain close contact with both structures and individual municipalities, and participate in local and regional deliberations. There is a definite need for the senior governments to have more personal contact with Southern Alberta.

SUMMARY

The Task Committee credits the Provincial Government with having established, through the Minister of Industry and Commerce, the Southwest Economic Development Advisory Committee which has already made a substantial contribution to the promotion of Southern Alberta's economy. This committee's future depends largely upon further Provincial Government assistance and support.

The Task Committee credits the Provincial Government for its foresight in adopting the Planning Act and establishing Planning Commissions so much earlier than any other provinces. Incalculable benefits have been derived from the prevention of detrimental subdivision and development. If indiscriminate sub-division and development had been allowed to continue in the Province without the control exercised over the past two decades by Regional Planning Commissions, the Province would now be experiencing major physical planning difficulties. However, despite its early lead in the planning field, Alberta now lags behind other provinces, notably Ontario and the Maritimes, in terms of rational long-range planning at the regional level.

The need now is to capitalize upon the benefits derived from largely restrictive measures such as sub-division approval, zoning and development control, through the use of more constructive measures designed to promote the best use of regional resources and expertise. This will require the support and assistance necessary for Regional Planning Commissions to proceed with implementation of comprehensive regional, sub-regional and municipal plans, which are essential for rational growth and development in Southern Alberta. Moreover, action must be taken to deal with those factors which presently mitigate against rational regional planning. Lastly, and most importantly, there is an urgent need for Provincial policy within which the Province's continued growth and development, at both the regional and municipal levels, can be sensibly planned in terms of social and economic criteria acceptable to Albertans.

CONTENTS

Members of the Task Committee	30
Introduction	31
Summary of Discussions	31
Considerations and Recommendations	33
I. Functional Centralization	33
II. Citizen Involvement	36
III. Implementation and Further Study	39
Summary of Recommendations	39
Committee Member Comment	40

URBAN GOVERNMENT EFFECTIVENESS EDMONTON METROPOLITAN AREA

MEMBERS OF THE TASK COMMITTEE

Members of the following organizations attended various meetings of the Task Committee on Urban Government Effectiveness, but the organizations as such have not yet considered the Task Committee's recommendations. The list is provided to indicate the range of view points expressed in Task Committee meetings.

Alberta Hospital Services Commission

Alberta School Trustees Association

Board of Police Commissioners,
City of Edmonton

City of Calgary, Board of Commissioners

City of Edmonton, Board of Commissioners

City of Edmonton, City Council

Department of the Attorney General,
Government of Alberta

Department of Culture, Youth & Recreation,
Government of Alberta

Department of Education,
Government of Alberta

Department of Municipal Affairs,
Government of Alberta

Edmonton Library Board

Edmonton Public Library

Edmonton Public School Board

Edmonton Separate School Board

Kates, Peat, Marwick & Co., Consulting Firm

Royal Alexandra Hospital

Royal Alexandra Hospital Board

Alberta Association of Social Workers

Alberta Human Rights Association

Alberta Mental Health Association

Alberta Parks & Recreation Association

Area 13 Co-ordinating Council

Boyle Street Service Co-op

Canora Neighbourhood Improvement Association

Communitas

Edmonton and District Hospital Commission

Edmonton & District Labour Council

Edmonton Chamber of Commerce

Edmonton Social Planning Council

North-East Edmonton Ratepayers' Association

South Side Interfaith

West Edmonton Social Task Force

INTRODUCTION

The Task Committee on Urban Government Effectiveness has been concerned with the local government system in large Alberta cities. The Task Committee was based in Edmonton, and though occasionally representatives from Calgary participated in the discussions the focus was on Edmonton's governmental problems and prospects. Originally, it had been the intention to check the work of this Task Committee against experiences in Calgary and possibly in other larger Alberta cities. Unfortunately the fore-shortening of the Task Force duration prevents this, and thus recommendations of the Task Committee must be seen as particularly relevant to Edmonton.

Three main issues may be identified as being central to any consideration of local government: one, local government boundaries and categories; two, finances, powers and responsibilities; and three, local government organization. The Task Committee on Urban Government Effectiveness focused its work on the third of these; it was concerned with the overall efficiency and responsiveness of the government system in Edmonton. This involved considering the relationships among City Council, the two school boards, and various non-elected special purpose boards in the City, and the relationships among these and the citizenry. Some discussions of the Task Committee however inevitably lead to a consideration of certain questions concerning boundaries and categories (particularly questions associated with regional special-purpose boards) and certain questions associated with finances, powers and responsibilities (particularly questions regarding special-purpose boards responsible to both the City and the Provincial Government).

The Task Committee worked, for the most part, through two "feeder" committees. One of these committees involved officials elected or appointed, from the various governmental bodies in the City. The other involved representatives of a number of different citizens' groups and special interest groups in the City. The former group met three times by itself, the first being over an extended weekend. Various components of the second group met seven times. Finally two meetings were held with members of both "feeder" committees.

SUMMARY OF DISCUSSIONS

The "officials" group was concerned primarily with the inter-relationship of the various governmental bodies they represented; roughly, it may be said, they were concerned with the overall efficiency of the local governmental system. The "citizens" group was concerned primarily with the relationship between citizens and the various governmental bodies; roughly, it may be said, with the overall responsiveness of the local governmental system. At the two final joint meetings of the Task Committee, questions both of efficiency and responsiveness, and recommendations to increase each, were considered.

When the "officials" committee began its deliberations, each member expressed his or her concerns about the system as it presently stands. These concerns centred on the role of special-purpose boards and on the relationship between city council and the school boards. Related to these concerns were questions about the relationship between all these local governmental bodies and the citizenry, particularly in terms of the effectiveness of advisory committees; and, the relationship between various local governmental bodies and the Province, primarily in terms of regulations and legislation within which local governmental bodies must operate. There followed an examination of various alternatives for restructuring city local government. These ranged from total functional centralization on the one hand — that is, abolishing special-purpose boards and organizing their work under city council, as well as combining school boards and city council into an urban county or other form of unitary government — to a total functional decentralization, i.e. creation of more special-purpose boards and possibly even more school boards.

As well, a number of alternatives lying somewhere between these two were considered, alternatives which might increase efficiency in the delivery of services either by improving co-ordination or by actually reducing the need for such, alternatives which at the same time, hopefully would not decrease, and ideally would even increase, responsiveness.

Rather readily the "officials" committee agreed that those functions currently being carried out in the City (either by the City administration or by administrations of special purpose boards), which are already considerably supported by the Province financially, which provide a service extending beyond city boundaries, and which are of a rather specialized and even technical nature, should be taken over by the Province in full. In particular this would mean that the local board of health and the Royal Alexandra Hospital Board would be completely responsible to the Province and would be completely funded by the Province. Other functions to some extent carried out by the City administration would also be taken over by the Province,

including environmental control and social assistance (in the sense of welfare payments as opposed to preventative social services). There was some debate as to whether the Board of Police Commissioners should be placed in the same category.

It was also readily agreed that City Council should be the governmental body with responsibility for the physical development of the City. The remaining discussions, then, centred on questions concerning what might broadly be described as human development functions: education, recreation, library services, and preventive social services including day-care services, etc. Here we have a situation involving four governmental bodies in the City: city council, two school boards and the library board. In addition there are a number of non-governmental groups directly involved here such as area recreation councils, community leagues, voluntary service agencies, etc.

A number of alternatives for re-organizing responsibilities of the four governmental bodies involved in the human development functions were considered. The relative merits and demerits of handling the library system through the school boards, directly through city council, through a new human development council, or through a semi-autonomous library board responsible to City Council for its appointments and finances (which is now the present situation) were examined. The relation between the school boards and city council received a considerable amount of attention. The various possibilities for restructuring this relationship included: a) adoption of the county system; b) formation of a single city government responsible for both education and municipal functions (this differing from the county system in that there would not be education and municipal committees established through legislation); c) establishment of a human development council (which either could be directly elected or could have representatives from both school boards and council, or both) such council having responsibility for recreation, library services and preventive social services, and possibly through the two school boards for education itself; d) having the school boards take over complete responsibility for human development functions, including possibly parks; or e) leaving the system as it is.

After considerable discussion the committee rejected the possibilities of merging city council and school boards partly because of the difficulties posed by the existence of two school systems. For the same reason the committee also rejected the possibility of having the school boards taking over public human development functions, it being considered inefficient in many cases to have two facilities for the separate and public school boards, and it being problematic as to which board would provide a single service. A human development council was accepted as being feasible but was ultimately rejected as producing more complexities and confusion in the system, that is that there would be now a need for co-ordination among five governmental bodies in the human development field, as opposed to the present four. In the end the committee then agreed that with regard to the delivery of human development services, the system as it now exists should remain until such time as some new relationship is developed between the two school systems in Alberta, with the proviso, however, that the library board might well be administered directly through city council, as another city government department.

In meetings with community and professional groups the matter of efficiency of urban government structures and organization was not discussed at any great length. The theme running through these meetings was a concern with the responsiveness of urban government to the needs of people.

These groups suggested that urban government in Edmonton is not very responsive to their needs. A wide range of institutions concerned with the delivery of services came in for criticism — health care, physical and social planning, school system, police commissions, parks and recreation departments, as well as City Council. The institutions and their structure were not regarded as being totally at fault; a changed organizational structure would not necessarily create a more responsive institution; people running existing structures must also be encouraged to change their attitudes toward the public.

A number of meetings dealt with how responsiveness could be increased in both the political and administrative levels of urban government. Advisory boards and committees were not regarded as very useful ways to achieve participation or responsiveness. It was agreed that ombudsmen were useful, but that because they are only designed to consider grievances against decisions made by administrators, they offer little opportunity to influence basic policy and legislation. It was agreed that ward systems are also useful for developing responsiveness in the elected bodies, provided that they have some geographic and "community" rationale.

Many persons at these Task Committee meetings suggested that most community

groups and citizens are at a considerable disadvantage when they attempt to influence urban government and its related institutions. They have neither the time nor resources (information and money) to effectively present their views. Therefore, it was seen as mandatory that resources and time be provided to community groups so that they can influence urban government and thereby increase its responsiveness.

At the first joint meeting of the Task Committee the decisions taken by the "official" committee with regard to governmental reorganization were ratified by the Task Committee as a whole. Most attention was focused on finding means for increasing citizen inputs into, and controls over, the various governmental bodies in the City. It was agreed that, generally speaking, advisory committees as they are now conceived (that is as a handful of citizens picked to express "the citizen's point of view" to either governmental bodies or departments), is the least desirable means to enhance responsiveness in the system (though technical advisory committees with specific tasks, it was agreed, often work well). After some discussion on the limitations of the present electoral process and appeal process, in terms of providing citizens inputs and controls, possibilities in setting up elected community councils providing two-way communication between government bodies and citizens were considered. Generally it was agreed that such community councils would be useful, but that to be effective they would have to be a) funded out of tax revenue, b) that they should be responsible for certain civic functions, and c) that they must serve a population that is small enough to have some sense of community yet large enough to provide effective continuing and stable organization and to have influence with city governmental bodies.

Two other measures were examined for increasing responsiveness: redesigning of the ward system so as to create wards with a greater feeling of "communityness" about them; and the appointment of an ombudsman in the City. It was agreed that such measures would be valuable.

The eternal problem of local versus city-wide interests in terms of development were discussed, the tendency being to think that more controls must exist to protect local neighbourhoods from developments they consider undesirable, such as high-rise, freeways, etc. It was agreed that community councils should be consulted on zoning changes in their area.

At its final meeting the Task Committee developed the following specific recommendations on the various aspects of urban government which it had been discussing at previous meetings.

CONSIDERATIONS AND RECOMMENDATIONS

I. The Task Committee on Urban Government effectiveness recommends that the Government of Alberta adopt a policy of encouraging functional centralization in cities. Special purpose boards in cities should be kept to a minimum. In particular it is recommended that: (i) no new special purpose boards should be established through legislation, (ii) that existing legislation establishing special purpose boards in the cities be amended as discussed below, (iii) that the pros and cons of various forms of regional government, as an alternative to regional special purpose boards, be investigated, and (iv) that an investigation into alternatives to the present Alberta local school government system be undertaken.

(i) The following discussion on the merits and demerits of local special purpose boards semi-autonomous of local elected bodies is excerpted from the Task Force background paper "Issues in Local Government":

Merits: "because they avoid the possibility of a function being carried out in a way which is corrupt or giving into special interests (this of course implying that elected people are more likely to be tempted than appointed people); because councillors do not have the time to look after certain specialized functions; because such boards can be a way of getting citizen input into the governmental process (through the 'private' citizens who are appointed to these boards); because it is a way of ensuring that service gets proper and continued attention in the overall local government system; because it is a way of ensuring that responsibilities which the Province feels should be its own are carried out locally (i.e. with attention to co-ordination of local bodies) and in a way which closely identifies with local needs."

Demerits: "i) they reduce the authority of elected officials, ii) they complicate and make incomprehensible the picture of government to the average citizen, and for that matter for many of the people who work in the government — this reduces accountability to citizens on the one hand and reduces co-ordination of activities among officials on the other; iii) a proliferation of boards may lead to competition for funding and power among agencies, thus exacerbating the problem of overlap on the one hand and negligence in meeting certain

uninteresting or uneconomic gaps on the other; iv) local government is generally weakened as the boards are often more accountable to the Province than to local government; v) the amount of energy actually spent attempting to co-ordinate the boards may become great in comparison to the time spent in actually delivering services."

The Task Committee on Urban Government Effectiveness feels that in general the disadvantages of special purpose boards outweigh the advantages. Functions which the Province is tempted to see governed by new legislated special purpose boards should instead be handed over completely to local elected governments or else administered by the Province. Either one of these might of course establish a board to administer the function but such a board should be totally responsible to one level of government or the other.

(ii) Existing local special purpose boards in the cities have been examined to determine whether the original purpose for establishing the board is any longer relevant. The most important local special purpose boards are those which are created as a result of provincial legislation. While it is true that, for the most part, these boards can be controlled indirectly, at least, by councils, either through the power of the purse or through appointments to the board or both, for the reasons mentioned above it would be best to change legislation with regard to special purpose boards as follows:

a) Responsibility for municipal hospitals in the Province should be taken over completely by the Government of Alberta through the Alberta Hospital Services Commission. Such a move would reduce municipal expenses, would reduce the need for time consuming and expensive co-ordination between boards and municipalities and between boards and the Province. Furthermore while there are other measures which might be implemented to reduce inequities of the present system for municipal financing of hospitals — e.g. returning to the standard four mill levy on municipalities — the assumption of complete responsibility for local hospitals by the Province would also reduce such inequities. Municipal hospitals, it must be remembered, were created at a time when the Province was scarcely involved in such fields, and at a time when the technological sophistication of hospitals was not nearly what it is today. There would seem to be no good reason why responsibility for municipal hospitals should not be assumed by the Province just as it assumes responsibility for colleges and universities and technical schools.

b) Local Boards of Health

The responsibilities for public health should be assumed totally by the Province. The fact that this area is seen to be too important to be left completely to municipalities is borne out by the fact that the Local Boards of Health exist at all.

c) Library Boards

The existence of Library Boards reflect a time when the Province was afraid that the municipal council might be so anti-intellectual as to not provide the opportunity for citizens to enlighten themselves. Whether or not this is the case with all municipalities today it is unlikely to be the case in the big cities where, if anything, libraries face greater problems from a two mill statutory limit on grants municipalities can give to libraries. Libraries, it is suggested, should be organized the way each municipality sees fit. It is the Task Committee's suggestion that many municipalities and library services can best be provided through the general administration of a municipality. It is recommended that in Edmonton in particular, the library be placed directly under the aegis of City Council.

d) Board of Police Commissioners

The Board of Police Commissioners is the most recently legislated special purpose board. It is recognized that the Province may want to have ultimate control over police operations in a municipality, while at the same time ensuring that the police function is administered locally if the municipality is large enough to do this. The Task Committee agrees with this philosophy. The establishment of a Police Commission however, may not be the only way to achieve this end. It would produce less complexity if the police function were carried out under a "civilian" city commissioner acting under the direction of city council, with provision for the Attorney General to be ultimately responsible for the police force as is presently the case. While the Board of Police Commissioners also plays an important role as an appeal body, it is suggested that many citizens do not know of the existence of this board, and that a provincially appointed ombudsman might equally well play this role. Administrative responsibility for police functions, however, should rest with one city commissioner. This commissioner might also have responsibility for fire fighting and related aspects of public safety but should have few enough other duties that he has time to actively administer the police force. The commissioner would be responsible for budgeting and for establishing police department policies, as directed by council.

e) Other Boards

Under existing legislation, certain other boards must be established in municipalities, if the municipalities want to take advantage of certain programs offered by the Province. These boards are somewhat different from the above, in that they need not be established by a council if it does not wish to take advantage of the programs. Included here are public housing authorities and senior citizens lodge foundations. While usually such boards are inter-municipal, in the two largest cities at least they tend to be intra-municipal. While there is no alternative for inter-municipal boards so long as no general purpose regional administrative authority exists, establishment of intra-municipal boards should be left to the discretion of the municipal council.

f) In general the Task Committee urges that in addition to a policy of functional centralization within cities, a clear distinction be made between Provincial and local responsibilities. Those functions which are at present primarily Provincial responsibilities should be taken over completely by the Province, and those which are at present primarily local responsibilities should be entrusted more fully to the local government.

(iii) Regional special purpose boards, where they are not simply analogous to local special purpose boards (such as district hospital boards, regional libraries and local health units), exist because there is no all purpose regional authority to administer or organize the functions carried out by the various boards. As the Task Force background paper stated:

"The lack of existing bodies to provide for overall regional co-operation leads to the creation of increasing numbers of special purpose regional bodies. Such bodies are rarely co-terminous one with the other. General hospital districts, health unit districts, auxiliary hospital and nursing home districts, regional planning commissions, senior citizen lodge areas under master agreement, regional library boards, preventive social service areas, and recreation areas each have their own areas. When on top of this is added different regional boundaries for virtually every Provincial government department, Federal government department and constituency boundaries for both Provincial and Federal Governments, it is no wonder that it is difficult for citizens to know just what region they are in for any given function and for officials to co-ordinate their efforts. It is not an exaggeration to say that among the three levels of government there are probably at least forty different ways of cutting up the Province of Alberta into regions."

All purpose regional administrative regional authorities have been created in British Columbia, to solve such problems, and regional governments have been developed in Ontario and Quebec. Alberta should investigate various regional government alternatives such as these in terms of their potential to relieve the problems connected with regional special purpose boards. The problems associated with regional government in terms of instituting another level of government and in terms of Alberta's own geography and municipal system should be carefully considered through such an investigation. Such an investigation should include consideration of the degree to which the areas covered by various regional special purpose boards could be aligned along "co-terminous boundaries" and consideration of the possibility that establishing "co-terminous boundaries", as a move in itself, might reduce the necessity for creating regional governments.

(iv) The separate school system in Alberta is provided for in the Alberta Act. The Act protects minority religious rights in education (of either Protestants or Catholics) which were established under Northwest Territory Ordinances. Furthermore, the B.N.A. Act protects such rights in a Province once these have been established. Thus the separate school system is bound up with Federal legislation and the constitution of Canada.

The Task Force background paper issued on local government explains why it is difficult to establish a county system or any other unitary form of local government so long as there are two types of local school boards in the same area.

"Implementation of the county system is problematic in an area which includes separate school districts (whether these are Protestant or Catholic). Because county municipal councillors and public school trustees are the same people, separate school supporters must either enjoy representation without taxation in electing the public school trustees or else be disenfranchised from electing municipal councillors. Where counties have been created so as to include areas with separate school districts, the choice has been to give a "double franchise" to separate school supporters, i.e. they are allowed to vote for municipal councillors, even though this also means they are voting for public school trustees. Separate school supporters in 12 towns, 3 villages and a number of rural areas find themselves in this peculiar position because their separate school districts are within county areas." Other problems with the urban county (as opposed

to the rural county) are as follows: one of the chief co-ordination problems leading to the formation of counties in rural areas is between road construction and maintenance (handled by municipal authorities) and school vanning (handled by school authorities) — a problem which does not occur in urban areas. Also, given the present limited composition of school boards and councils, neither trustees nor councillors (especially in the bigger centres) are inclined to take on the extra work which the county system would entail.

The paper also pointed out that it would be difficult for school boards to take over public functions extending beyond the school system itself. While it is possible that a unitary form of local government, or a re-alignment of functions so as to bring human development functions under the aegis of school boards, might be desirable — from the stand point of efficiency at least — such changes are virtually precluded as things stand now. It is recommended that the Provincial Government investigate alternatives for reorganizing school systems generally in the Province including an investigation of possibilities for organizing two (or more) different educational systems under the same general local elected body, and an investigation of whether the Protestant-Catholic division is still the most meaningful, or the only, division which might exist in the educational system. Constitutional problems and possibilities, as well as educational considerations, should be investigated through such a study.

II. If local government is to become functionally more centralized and more autonomous from the Province, controls must be carefully thought out such that the citizen from "below" may to a significant degree take the place of Provincial controls from above, and the place of checks and balances which the special purpose boards provide within. In a way, functional centralization and a clear division of responsibilities between the Province and the municipalities would do much to ensure citizen control in that the system will be simplified and more comprehensible. The opportunity to pass the buck will be limited, and elected bodies can be held accountable for financial priorities and value judgments. However, this is not enough, and particularly as cities get larger and the ratio of a citizen's elected representatives increases under the present system new ways must be found to plug the citizen in and to keep him safe from bureaucratic abuse. Furthermore, with increasing city size and with the possibility that regional government will be established at some point in the future, ways must be found to put under more direct and closer citizen control those local government functions which need not be municipally, or regionally, administered.

It is recommended: (i) that in addition to the present ombudsman, the Government of Alberta appoint at least two additional ombudsmen with responsibility for investigating complaints against bureaucratic abuse by local governments and special purpose boards; (ii) that legislation be enacted requiring that information and documents in the possession of local governments and special purpose boards, or their administrators, be made more freely available to the public except in certain cases involving personalities, current negotiations on contracts, etc.; (iii) that legislation be enacted providing for the establishment of community councils within cities — the community council to be elected from the community, to be funded out of general city revenue, and to be responsible for developing two-way communication between citizens and local governments and for the delivery of certain very local services; (iv) that legislation be enacted requiring that where a city adopts the ward system, the ward boundaries be designed so that the wards reflect to the greatest extent possible communities of interest.

(i) The Province of Alberta has appointed an ombudsman to investigate "any decision or recommendation . . . or any act done or omitted, relating to a matter of administration and affecting any person or body of persons in his or its personal capacity, in or by any (Provincial) department or agency, or by any office, employer or member thereof in the exercise of any power or function conferred on him by any enactment." For the same reasons, it is necessary that ombudsmen exist to investigate citizens' complaints against abuses by local governments or by local or regional special purpose boards. The appointment of two ombudsmen would allow one each to be located in Edmonton and Calgary. These local government ombudsmen should be directed to publicize at frequent intervals information on the complaints they have received and on actions they have taken.

By having these ombudsmen appointed by the Province it would avoid the problem of determining which local government body should appoint the ombudsmen and of determining within which local jurisdictions they have authority. As provincial appointees they would have more security of tenure than local government appointees might have in some cases.

The local government ombudsmen should be paid by the Province and should, to the degree possible, use the same facilities as the present provincial ombudsman. In particular a common telephone number and address for all ombudsmen in Alberta should be widely publicized and citizens should be encouraged to communicate to the ombudsmen's office whether or not they are clear as to which level of government — provincial or local — their complaint is about.

(ii) Except in certain cases involving personalities, current negotiations on contracts, etc. information and documents in the possession of local governments and special purpose boards, or their administrations, should be made more freely available to the public. Working documents in particular should be publicly available in order that citizens can have the same degree of advance warning on plans and projects as officials. If citizens are to effectively exercise control over local governments, and as importantly are going to make enlightened inputs in the decision-making process, they must have the same access, generally speaking, to documents and information as city officials have. The local government ombudsmen might find that investigating complaints against local government secrecy is one of their chief areas of activity.

(iii) Locally elected community councils should be established in Alberta's largest cities to serve two purposes: (a) to provide a means for citizens to make representation to, and to learn about the plans of, city councils, school boards, and such local special purpose boards as might exist — the communicator role; and (b) to deliver certain services presently handled by city-wide administrations — the service role. Establishment of community councils would, in general, serve to further localize local government in Alberta's larger cities. With regard to the communication role, it is suggested that geographically based community councils would be an improvement over most existing advisory committees (certain technical committees excepted) in terms of channelling "the citizen's point of view" to decision makers at the policy formulation or administrative levels. Community councils could also serve to bring information back to the communities to keep people informed of local government issues which are likely to affect them. This is a role rarely played by advisory committees to a single governmental unit. One of the most important matters in a city which might be the subject of such two-way communication is zoning. The community councils could play a strong role here in interpreting city plans to citizens and in being consulted by city council on zoning changes. The exact nature of this consultation — it could vary from veto power by community councils to casual advice giving — would have to be carefully determined with due regard to the needs of the community, of adjacent communities, and of the city as a whole.

While, in regard to the service role, it is the case that many services must be provided on a city-wide basis and still others by some regional authority, it is also likely that certain services presently administered on a city-wide basis could be handled under the authority of a community council. Such services probably include a number of preventive social services, recreation, other human development functions such as playground supervision, certain local aspects of public safety (particularly "watch-dog" functions on matters from potholes to child beating to, perhaps, even certain aspects of traffic control), and neighbourhood beautification (from planting boulevard flower beds to anti-litter campaigns). While it may be suggested that decentralizing some services would be inefficient as compared to having them delivered on a city-wide basis, it is the opinion of the Task Committee that in many instances such inefficiency would be compensated for by a higher degree of responsiveness in the provision of these services, and indeed in some cases the efficiency might be increased.

By giving the community councils responsibility for both of these roles — the provision of two-way communication between local government and citizens, and the provision of certain services which can be best handled locally — the community councils should be able to attract interest and involvement from citizens in each area. On the one hand, in providing services, the community councils would be doing something concrete and the fruits of their efforts would be visible; on the other hand they would offer a means for citizens to communicate to governments and to find out what is going on that might affect them.

In order to carry out these responsibilities effectively, community councils must be given the funds, from general city revenue, to do the work required of them. Though community councils should rely to a great extent on volunteer help, their existence and their programs (just as the existence and programs of local governments and special purpose boards) must not depend upon such help or upon volunteer donations. Funds must be available to undertake research so that the community council can present effectively its

community's interests to governments, and so that the community council can tell the citizens in its area what is being planned that might affect them. Funds will also be required to provide those services allocated to community council responsibility. It is recommended that these funds should be granted outright to community councils on the basis of a formula in which total population is the major consideration but under which community council areas with a lower population density might receive more money as might areas which are relatively poorer and more poorly serviced at the present time. (These are the three variables used to determine Provincial grants to municipalities under the Municipalities Assistance Act.) It is proposed that once the funds are given, priorities as to how they are to be spent should be decided by community councils themselves. The total amount of money given to all community councils in a city should be dependent upon the amount of responsibility which community councils are authorized to undertake in the area of delivering services and upon the importance placed on their communication role. It is envisaged that as a group, in any one city, the community councils would receive an amount approximately equal to that spent on services they have taken over from existing local governments, special programs and boards. Overall, this might be in the order of some $25.00 per capita.

On the basis of experiences in Edmonton, it would appear that for the purposes of community councils with responsibilities such as have been discussed, existing community leagues with an average population of 4,400 do not quite include a large enough population and that on the other hand the West 10 Project, which is an experiment in the integrated delivery of social services in the Westmount area, covering a population of some 40,000, is too large. Accordingly, it is the suggestion of the Task Committee that community councils should probably include populations of from 10,000 to 25,000 people. Community council areas should be small enough so that some sense of community is possible yet large enough that the services for which it takes responsibility can be carried out with reasonable efficiency and that community councils have some strength in negotiating with City Hall. Of course, where a community council finds its population too small to effectively deliver a service or to effectively present a case, then it could join together with other community councils for a certain purpose. What is probably more important than the size of a community is that it follow "natural boundaries", such as rivers, major arterials, railway rights of way, industrial areas, etc. Only residential areas should be included in community council areas. ("Residential" refers to both single family dwellings and apartment buildings.)

Community councils should be formed either as a result of a community-wide vote, or at a public meeting, and community councillors should hold office for at least one year. They should be paid a modest stipend for their services. Community councils should have offices in their areas. Connected to these offices would be the community halls (which could be used for recreation purposes, day care centres and other community activities) and resource centres with personnel to interpret recent events and developments in the city to the residents. The schools should be made available to community councils.

It is recommended that provisions in existing legislation requiring (if requested by a petition signed by at least 2 per cent of the municipality's electors or by a resolution of council), a plebiscite on whether a city council should employ a ward system or not, be adopted for requiring a plebiscite on the establishment of a community council system in a city. Legislation should establish guidelines and procedures for the establishment of community councils in a city if its citizens vote for such a system. Once a city voted to establish a community council system, it would have to outline likely community council areas, in consultation with residents, and would have to establish a procedure for forming community councils. It is recommended that an officer of the city be appointed to oversee, encourage, and aid the establishment of community councils, and that the procedure for forming community councils should be along the lines of a public meeting called in the area for the purpose of electing provisional community council officers who in turn would organize a vote or petition establishing a community council and who would organize the election of its first officers. Once established, community councils should have fairly common constitutions so as to make it easier for the person moving within the city to become acquainted with his new community council. However, each community council should be independently incorporated (within guidelines established by the Province and the city) to ensure that it can act with corporate status.

The legislative guidelines for community councils should specify:

a) the powers and responsibilities the community councils must take on if they are

established, and the powers and responsibilities they might be given:

(i) on the decision of city council,

(ii) on the request of the community council;

b) criteria for funding community councils;

c) criteria for determining the size and boundaries of community councils;

d) the constitutional basis for community councils including criteria for electing officers, for terms of office, for corporate status, and for degree of commonality of constitution among community councils; and

e) procedures for implementing the community council system in a city.

On all these items legislation should indicate the degrees of flexibility permitted among and within cities.

Unfortunately, the Task Committee on Urban Government Effectiveness did not have the time to undertake the research necessary to determine in detail what it should recommend regarding these legislative guidelines. Accordingly, the Task Committee recommends that a study be undertaken to determine what guidelines should be legislated for establishing community councils.

(iv) At present, only Edmonton and Calgary have adopted the ward system. Edmonton has four wards. Calgary six. It is noted that Calgary wards seem to represent communities of interest to a greater degree than do Edmonton's. Indeed Edmonton's wards were expressly designed to avoid communities of interest within them.

Presumably the point of the ward system is to ensure that no area's interests are overlooked on council. This being the case, the ward boundaries must be defined so that these interests may be truly presented. While the accusation of ward politics may be levelled at such a system, it seems that this accusation is more an import from the United States than the concept of wards itself. A requirement that wards must be represented by a person (or persons) who resides in that ward would also be valuable.

It is recommended that legislation be enacted requiring that where a city adopts the ward system that the wards must be defined in terms of communities of interest, ideally in terms of areas in which a sense of community exists. Where community councils exist in a city, wards should follow these boundaries though they probably should contain more than one whole community council area. Beyond this, the Task Committee reached no conclusions regarding the size of wards. However, it is suggested that if community councils are established in the city it might not be so necessary to have as many wards as would otherwise be the case. Community councils would take some of the workload off local governments and would serve to present to council each area's interests. Twelve wards might be an acceptable number for each of the two largest cities, assuming community councils are created, and perhaps the wards might exist only for the purposes of nominating councillors, with votes being taken without regard for ward boundaries. Furthermore, if the wards are large enough there would seem to be no problem requiring that ward representatives be residents of the ward. Such details, however, should be considered in conjunction with the study of community council guidelines, as proposed above.

If the ward system is useful for increasing citizen controls over, and inputs to, city council, the ward system would be equally useful for city school boards. These, therefore, also should be composed of representatives from wards, using for simplicity's and identity's sake the same ward boundaries and system as council, even though there will be fewer people in each ward to support either the public or separate system.

III. It is suggested that a committee composed of representatives from the Cities of Calgary and Edmonton and from the Government of Alberta be appointed to consider the above recommendations. Lethbridge and possibly other large cities and towns might be invited to observe this committee if they so wish.

SUMMARY

It is recommended by the Task Committee on Urban Government Effectiveness that:

1. No new local (intra-municipal) special purpose boards should be established through legislation:

2. With regard to existing special purpose boards in the cities:

a) the Government of Alberta should replace municipalities as the authority to administer all hospitals and local health services;

b) legislation requiring the establishment of a library board should not apply to cities; cities should be encouraged to determine their own library system;

c) legislation requiring establishment of local boards of police commissioners should be amended to permit cities to administer

their local police force through a commissioner responsible for public safety only. (The appointment of an ombudsman — recommendation #5 — would reduce the need for a civilian board to hear complaints against or from the police.)

3. An investigation into the pros and cons of various forms of regional government, as an alternative to regional special purpose boards, should be undertaken. The desirability of effecting co-terminous boundaries among regional special purpose boards, as an alternative to the establishment of regional government, should also be considered in this investigation.

4. An investigation should be undertaken to determine the desirability and possibility of various alternatives to the present Alberta local school government system.

5. Legislation should be enacted authorizing the appointment by the Province of at least two additional ombudsmen, each of whom would be responsible for investigating complaints against administrative abuse by local governments or by local or regional special purpose boards.

6. The Government of Alberta should commit itself to introducing legislation outlining procedures and guidelines for the establishment of community councils in cities. Details regarding these procedures and guidelines should be the subject of a study undertaken before the legislation is introduced; but in general: the community councils should be elected from the community as defined by natural boundaries, should contain a residential population in the order of 10,000 to 25,000 population, should have responsibility for developing two-way communication between citizens and local government and be responsible for the delivery of certain very local services, and should be funded out of general city revenue accordingly. The legislation on community councils should require that a community council system be instituted by a city if its citizens vote for such in a plebiscite. The legislation should also indicate procedures for establishing individual community councils once a city adopts a community council system and should indicate the degree of commonality which community councils must share in any one city.

7. Coupled with this study of community councils, there should be a study of how city ward systems might be improved. Included here would be consideration as to the criteria for determining the number of wards a city should have, or, the number of community councils — should these be formed — that should constitute a ward. In the meantime legislation should be enacted requiring that where a city adopts the ward system, the ward boundaries must be designed so that the wards reflect, to the greatest extent possible, communities of interest.

8. School board wards in cities should be instituted for both the separate and public systems, the wards to be co-terminous with city municipal wards.

COMMITTEE MEMBER COMMENT

Mr. Peter Boothroyd,
Co-ordinating Director
The Task Force On Urbanization
And The Future
10006 - 107th Street
Edmonton, Alta.

Dear Mr. Boothroyd:

Thank you for your communication of June 23rd and a copy of the recommendations coming from The Task Force On Urbanization And The Future.

You have kindly offered those involved in Task Force discussions the opportunity of submitting dissenting opinions. It is in this connection I address this letter to the group.

The opinions that are offered reflect the expression of my personal approach to better local government and in no way represents the official policy of the Alberta School Trustees' Association.

Having said these things, I wish to make the following observations:

1) I believe that the public libraries of the cities of Calgary and Edmonton should come under the management of the public school boards. I don't believe that city council of either city is in tune with the use or the future of library services while the school boards are becoming more involved in this area with each passing day.

2) Great care should be shown with respect to your recommendation that information and documents in the possession of local governments or their administrations should be made more freely available to the public. Conceivably, good programs could be killed in the design or the planning stages because documents were released prematurely and the public received only a fragmented picture of what was being planned.

3) I am opposed to the election of community councils as they would simply represent a form of local government, the members could strictly become political in nature and before too long it would be a case of "the tail wagging the dog" as they brought pressure to bear on other forms of locally-elected government. Better that such councils be appointed, members be paid an honorarium and they serve in an advisory capacity. This would avoid the pitfall of another layer of elected government.

I don't agree that the ward system should be adopted for election of school trustees. Perhaps, the entire ward system, as it now applies to city councils, should be scrapped. Wards breed "pork barrel" politics and quite often the best aldermen get the best services for their particular area at the expense of other districts that are served by less eloquent or vocal representatives. I am still to be convinced that election of school trustees by wards will not lead to the balkanization of education and neglect educational priorities. In my opinion, the citizens of a community should be fairly served by all elected representatives.

It may also be time that Calgary and Edmonton had full-time school board chairmen who would be elected for a certain term, just as a mayor is, and whose responsibilities in the educational field would be no less onerous than those of a mayor in his field.

Some clarification is required regarding the suggested committee composed of representatives from Calgary, Edmonton and the government which would develop a plan to implement the recommendations of the Task Force. Would the committee members come from elected representatives, administrators or from the public at large?

Sincerely,
Harald Gunderson

HG:ds

CONTENTS

Members of the Task Committee 44

Foreword 45

Introduction 45

Concerns and Recommendations 46

1. Provincial Goals 46
2. Community Development 46
3. Decentralization 46
4. Government Services 46
5. Rural Resource Council 46
6. Accessibility 46
7. Evaluation of Potential 47
8. Provincial Policy and Objectives 47
9. Location of Services 47
   Municipal Assistance
10. Municipal Taxation 48
11. The Rural Economy 49
12. Centralization of Schools 50
13. Local Development Companies 50
14. Housing 51
15. Regional Planning 51
16. Immediate Issues 52

Summary 53

POTENTIAL OF SMALLER CITIES, TOWNS AND COMMUNITIES IN REGIONS OF SLOW GROWTH (THE DRUMHELLER REGION)

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FOREWORD

When the Task Force on Urbanization and the Future was established the Task Committee on the Potential of Smaller Cities, Towns and Communities was established in the South Central Region of Alberta.

It was decided to concentrate initially in the Drumheller Region. Subsequent to the process being established there, the same process was to be initiated in the Red Deer Region, and later, the Lloydminster Region. However, with the setting of a time limit (June 30) to the completion of the work, this Task Committee's efforts were confined to the Drumheller Region.

INTRODUCTION

The Task Committee on the Potential of Smaller Cities, Towns and Communities has been investigating some of the problems associated with the phenomenon of rural decline. The Task Committee investigated nine problem areas: population decline, transportation, housing, business uncertainty, centralization, recreation, community indebtedness, the service centre and the farm economy.

These problems were studied in the context of the Drumheller region which was defined as within an approximate 50-mile radius of Drumheller. It included the communities of Acme, Trochu, Three Hills, Carbon, Rockyford, Standard, Hussar, Bassano, East Coulee, Wayne, Rosedale, Drumheller, Delia, Morrin, Hanna and portions of the Municipal Districts of Starland and Kneehill, County of Wheatland and Improvement District No. 7.

The investigation process was based on the premise of interest based planning and involved those people and agencies that had a stake in the vitality of the region. The interests that were involved on a continuing basis were: mayors and town councils; municipal representatives; government agencies, both provincial and federal; farmers; teachers; businessmen and so on.

The process started by holding a series of public meetings in each of the communities in the Region. Two representatives from these feeder committees were selected to represent their communities on the Regional Task Committee. This Task Committee was composed of these local representatives and technical advisors.

The aforementioned problems were discussed in three subcommittees of the Regional Task Committee. From their investigations a number of preliminary proposals were submitted to the Regional Task Committee.

On May 2nd, the Task Committee met in Drumheller to discuss these proposals. We felt that it was necessary to once again hold public meetings throughout the region, in the hope that all interested people would have the opportunity to review these proposals.

During the month of May, public meetings were held in each of the communities. Local people were given the opportunity to respond to these preliminary proposals so that changes or additions could be included.

A draft of the recommendations was prepared and presented to the Task Committee on June 13th. At this time the draft recommendations were thoroughly reviewed. A final draft was prepared and presented to the Task Force Board.

One of the major concerns expressed by the Task Committee was the decreasing number of life-style options available to Albertans. In a democratic society, the individual must be free to select from a range of reasonable choices. One of the important choices is a selection of where one wants to work and live.

However, if the present trends toward urbanization continue unabated, then the range of choice in life-styles between rural small towns or community and urban metropolitan could become severely limited or at worst nonexistent. Therefore, in keeping with the concepts of democracy, the Task Committee projected that the real question that had to be dealt with was the apparent erosion of choice in life-styles.

One of the consequences of rural decline has been that many rural people, largely through no fault of their own, find themselves in difficult economic circumstances. Traditionally this condition has been viewed as the consequence of a natural, inevitable process of decline. Conversely, it can also be viewed as a process which indeed is not natural, but rather is the product of some deliberate decision-making which has resulted in the concentration of development in the cities to the detriment of the rural hinterland. Historically, the manifestation of these decisions has been a situation wherein growth feeds on growth in the urban areas, while on the other hand rural areas are confronted with a downward spiral of decline.

Therefore, this Committee does not concur with the concept of natural, inevitable decline but sees it rather as the product of multiple though unco-ordinated decision-making processes wherein those involved in decision-making have failed to perceive all the ramifications inherent in their decisions. In view of this,

the same decision-making, whether government or in industry, must be encouraged to restore and promote some balance in the distribution of the province's economic growth. To this end, the Task Committee is submitting these recommendations.

CONCERNS AND RECOMMENDATIONS

Recommendation

1. The Provincial Government must commit itself to the concept of rural development such that rural small community life will contine as an alternative choice of life-style for the people of this Province.

This commitment must insure that government policies, programs, services and resources of the many departments are co-ordinated and implemented, so that rural life can be developed as a realistic alternative.

Recommendation

2. The Provincial Government must be prepared to assist in underwriting a professional community development person, who has the community's best interests at heart, on a continuing basis and in residence in each region.

These regions should be defined to facilitate full community involvement and participation. Presently identified regions are too large to be comprehended as a unit by its residents.

The Human Resources Development Authority outlines this function: "to foster awareness among local people of their individual opportunities and their communities' problems and potentials and to assist and involve local people in the preparation of social and economic development goals; to implement or assist in the implementation of projects designed to increase income and employment opportunities in underdeveloped urban and rural areas and raise standards of living therein; to co-ordinate all government Human Resource Development Programs throughout the province".[1]

Recommendation

3. The community development process to be effective must be decentralized and applied on a province-wide basis.

It would have to be adequately funded and staffed so that all regions of the Province could utilize the services of people trained in community development. Through residing in the region, these professionals would be in a better position to respond to the needs of local people. Individually these rural communities cannot afford the services of community development personnel, but there is a definite need for the service they can render.

Recommendation

4. The Provincial Government with its multitude of programs must make a deliberate attempt to get out and promote its services and bridge the communications gap between the service and the potential user.

This gap could be appreciably narrowed by the government actively promoting its extensive service programs at the local level where these services could be co-ordinated and interpreted by a resident professional community development person.

5. Many of these programs are designed specifically for rural use and must be co-ordinated at the Cabinet level. The Alberta Opportunity Fund Act (Bill 50), Section 2 (3) (c) specifically states: "To achieve its purposes the Company may provide in accordance with this Act (c) services to assist in the co-ordinated utilization of economic research programs, production techniques, adult training programs, marketing promotion and channels of liaison with appropriate federal, provincial and private agencies and departments of the government".

Recommendation

The government establish a rural resources co-ordinating council similar in structure and function to the Natural Resources Co-ordinating Council.[2]

This Council should consist of representatives from: the Departments of Agriculture, Industry and Commerce, Education, Highways and Transport, Health and Social Development, Municipal Affairs, Land and Forests, Mines and Minerals, Federal and Intergovernmental Affairs, and the regional planning commissions.

The Council would allow for more extensive research and careful co-ordination of programs that affect rural Alberta and would eliminate the confusion of past development efforts. If the Alberta Opportunity Fund and the Agricultural Development Fund are to be effective they require the co-ordination that could be offered by this type of a Co-ordinating Council.

Recommendation

6. The Provincial Government must be prepared to offset the negative effect of factors that place rural regions at a competitive disadvantage vis-a-vis the major metropolitan centres of the Province.

(1) *Alberta Services Guide,* Page 113.

(2) *Alberta Services Guide:* Natural Resources Co-ordinating Council, Page 145.

Rural regions must be placed in a viable position in relation to the major cities in their ability to attract private investment. To begin with, these rural communities must be given initial assistance so that they can attract additional investment.

Recommendation

That this could be achieved through a regional standardization of rates:

a) Telephone toll free regions accompanied by province-wide 50¢ for three-minute calls during business hours.

b) Regional standardization of utility rates for power and gas. This will mean changing the present rating structure so as to eliminate rate variations within a region.

c) Transportation rates:

(i) Interprovincially these rates reflect Alberta's position within the Canadian economy. The Provincial Government must continue to make every effort to remove those transportation costs that inhibit economic growth in the Province.

(ii) Rural areas would benefit greatly through greater utilization of railways, both of freight and passenger service.

(iii) Since one-way carrying service creates additional costs to the non-urban area, the Government should investigate possible means of offsetting these costs until two-way traffic is economically feasible.

Recommendation

7. The Provincial Government in co-operation and consultation with local communities must endeavor to evaluate each smaller community to ascertain its role in the economic development of Alberta.

The government must make staff, facilities and resources available to local people so that they can compile individual community inventories. In so doing it will assist both government and local people to determine a particular community's potential.

Continuous co-operation and consultation is stressed because too often professionals, when dealing with the question of rural decline, tend to abstract the smaller community. They tend to concentrate on primary economic considerations, failing to take into account even the secondary economic costs such as re-housing, retraining, relocation, etc., and they fail to realize the human dimension, when the essential question is one of rural people and their role in Albertan society.

Recommendation

8. The Provincial Government must specify its provincial development objectives clearly in social, physical, and economic terms within which local aspirations would be integrated.

9. Once the overall development plan has been formulated the Provincial Government, in conjunction with regional and municipal participation would be in a position to facilitate regional growth and development based on the concept of the mutual interdependence of communities and to identify the appropriate local socio-economic role of each municipality.

The Province has limited resources and these cannot and should not be distributed in a piecemeal, haphazard fashion based on political expediency. However, by implementing the concept of mutual interdependence, the Province can concentrate its resources and assistance in terms of local and regional goals and objectives. This will provide each municipality with a role in regional growth and development which will afford a sense of security and purpose which may alleviate present apprehensions that many people have regarding their communities' future.

Recommendation

The implementation of the concept of mutual interdependence must be accompanied by:

a) Decentralization of government agencies and the regional deployment of services.

Dr. Allan Warrack, Minister of Lands and Forests, speaking on a CJDV Radio Seminar held February 8, indicated his concern for the future of smaller communities. He said: "At the same time though, I'd like to add one other thing that I think is an area that's literally not been touched by governments, including the provincial government, that we can do much much better on and that is, I think we can look towards planning for a regional deployment or a regional delivery of provincial government services in the province where some of the administrative centres and/or production centres of the provincial government, if they can be as well located in a smaller community rather than in one of the two larger cities, and remember it's not all that clear that the larger cities necessarily want them, then why not locate them in the smaller city and the smaller town? And, in doing so of course then you generate

a multiplier of activity and incomes for other people that are also in the area, and I think we can work together on those kinds of things."[3]

If the government were to take the lead in decentralizing its agencies and services this would have a number of positive implications: (i) it would help to repopulate the regions which to date have suffered serious depletions; (ii) it would help in the creation of a multiplier effect of goods and services; (iii) it would help to bring the government closer to the people in the rural outlying regions of the province.

Recommendation

b) The Government's program of rural expansion must be accompanied by overall programs of assistance to those communities which have almost deteriorated to a point where their future, in both social and economic terms, is beyond regeneration.

This program of assistance must include relocation allowances and adult retraining. Therefore, those people wishing to leave a declining community would be compensated so as to recover their investment at current market values. Combined with retraining programs, this would provide some relief from the disparities of relocating.

c) The Alberta Opportunity Fund, is designed to stimulate economic growth in rural areas.

Recommendation

It may well be that the Government may need to implement a disincentive tax system which would make it more expensive for industry to expand in, or locate in the major urban centres.

This is recommended with the understanding that the problems of the major urban centres must also come under provincial review. Thus a more balanced distribution of economic growth could be achieved throughout the Province.

10. The Provincial Government can also indicate its faith and confidence in smaller communities by considering the following:

a) The evidence suggests that smaller communities are obviously in need of greater borrowing power. At present their capacity to borrow is restricted by the criteria the government uses to lend money through the Municipal Financing Corporation. "Funds derived through the Municipal Corporation and the Municipal Assistance Act are based on the criterion of population size. In addition, the legislation pertaining to the M.F.C. requires that a community must be able to amass a certain amount of financial security to obtain a loan. This means that a locality must have the potential capacity of being able to repay a loan through its own ratepayers. The Local Authorities Board, a provincial government agency, has the responsibility of determining the financial situation of a community and of making a recommendation to the Municipal Financing Corporation. It can be seen that the criteria of population size and financial security places the small urban area in a somewhat awkward position. Small communities in outlying areas are often not financially secure enough to persuade the Local Authorities Board to make recommendations that would permit the Municipal Financing Corporation to extend loans sufficient to finance expensive projects."[4]

The suggestion here is that either the Provincial Government change the criteria or introduce new lending facilities for the rural regions of the Province. This would enable smaller communities to provide adequate infrastructure (i.e. adequate basic utilities such as water and sewer) which are necessary to attract private investment. Hopefully this action would tend to offset the geographic location factors which make it easier for the cities to borrow. Thus smaller communities would be compensated in a positive manner. In addition it would provide considerable security for private interests and may serve to improve their investing confidence.

b) Research indicates that the present tax system operates such that it tends to encourage conflict and competition between rural communities, especially for private capital, in the hopes of improving their tax base.

The Calgary Regional Plan 1971 states: "it is pertinent to examine the fundamental force dividing political objectives, namely the tax system. The rivalry for additional means of tax revenue is real and will continue as long as property tax remains the prime source for financing most local government functions."[5]

"The Calgary Plan gives strength to the view that competition among communities, whether they be large or small is based on the demand for tax revenue. This is the key

(3) *Transcript from the Radio Seminar on CJDV — Drumheller* — The Portion of the Discussion with the MLA's. Dr. Warrack, Page 22.

(4) *Southern Alberta: A Regional Perspective*, Page 100.

(5) "The Calgary Region" *The Calgary Plan*, Page 11.1.

to understanding the situation among local authorities for private investment. It must also be recognized that as long as population size and equalized assessment continue to remain the criteria for distributing provincial government resources, changing the taxation formula will not provide the atmosphere for co-operation. To ameliorate the present competition would require that the provincial government use criteria more consistent with the concept of regional economic development and planning."[6]

The Task Force on Provincial Municipal Financing is currently investigating the question of finance and taxation. Hopefully this Task Force will arrive at solutions to the problems associated with negative implications of current economic forces that discourage inter-community co-operation and instead promote conflict and competition.

Recommendation

Historically, rural people survived through co-operation and community effort, whereas inter-community competition is presently the case. Therefore, the system of taxation which is the source of conflict must be changed so that it encourages regional and inter-community co-operation.

11. The Task Committee has concluded that the livelihood of many smaller towns and communities is directly related to the agricultural economy. In most cases these communities provide a service function for their surrounding rural population. Supposedly if farm incomes were increased then farmers would have a larger disposable income to spend in the service centre. Therefore improvement in the farm economy would have substantial benefits for the service centre. The Task Committee suggests that the Federal and Provincial Governments and farm organizations look into the feasibility of the following:

a) The Provincial and Federal Governments must increase their efforts to improve export market conditions for Alberta's farmers. The Pacific Rim countries have a large market potential for Alberta's agricultural products.

b) The present age structure of Alberta's farmers indicates a predominance of the above 50 age bracket. This suggests the possibility of an approaching crisis in the farm population since young people are not entering the farming business.

Recommendation

In order to encourage young people to enter farming, measures have to be instituted to make it attractive vis-a-vis other urban occupations.

The Task Committee suggests that the government and farm organizations look into the following concepts:

(i) The government encourage and facilitate the formation of co-op farms, with co-operatively owned machinery.

(ii) Farm organizations further investigate the economics of leasing or renting farm machinery.

(iii) The government further investigate the concepts of land banks and permanent mortgages.

These suggestions may act as incentives to enable the young farmer to start farming or to take over a parental farming operation. Secondly, they may also offer an alternative for existing farmers to reduce the rising costs of production. Thirdly, they may also provide a means of relief for the farmer to circumvent the accelerated depreciation and other aspects of the new tax laws.

c) At present there is a movement towards the rationalization of the rural elevator system and railroad lines.

Recommendation

The Provincial Government must determine both the direct and the indirect costs and ramifications this will have on the rural communities of this Province such as:

(i) If designated railroad lines are abandoned, then the Provincial Government must provide additional maximum load-limit highways for grain transport.

(The Task Committee questions the economic logic of allowing the elimination of rail lines which have been subsidized by the taxpayer since their inception; because the taxpayer will have to absorb the costs of building or improving highways to compensate for the loss of rail service.)

(ii) Similarly the farmer will have to absorb additional trucking costs for transporting his grain to the rationalized elevators.

(iii) The government must also determine the effect that the loss of elevators in terms of population and taxes will have on many small towns.

d) The Provincial Government must determine the long term effects of large scale consolidation of farm units. A number of factors must be taken into account.

(6) *Southern Alberta: A Regional Perspective,* The University of Lethbridge, 1972, Page 109.

(i) The fact that farming is not only an economic enterprise but it is also a way of life.

(ii) The fact that these consolidated units require less labor which further exacerbates the problems of decreasing population which are associated with rural decline.

(iii) The fact that these large units also create pressures to bypass the small town and buy in volume in the larger urban centres.

The question then becomes whether or not consolidation is the only answer to the current problems of agriculture. It would seem that there are a number of alternatives that require further investigation.

e) The Provincial Government should aid in determining where the individual farmer's responsibilities end.

(i) Must he be continually held responsible for acts of nature (i.e. — blight, hail, and drought) and thus absorb the costs created by these acts?

(ii) Must he be responsible for not only transporting the grain but then be forced to pay for demurage (which usually stems from strikes and dock tie-ups, over which the farmer has no control.)

(iii) Must he remain at the mercy of international trade conditions (i.e. — Canadian wheat and barley is sold at prices lower than the subsidized prices of her foreign competitors — See World Wheat Pricing in the Wheat Pool Budget), while at the same time farmers must buy on a protected Canadian market.

12. School centralization has been and will continue to be, a controversial issue in many rural communities. The Task Committee recognizes that traditionally the school has been the focal point for community activities and should continue to play this role in the future.

In view of the fact that the Provincial Government is endeavouring to promote growth in rural areas through the Alberta Opportunity Fund, and the Agricultural Development Fund, the Task Committee suggests that further centralization of school facilities would be unnecessary if the economic viability of rural areas was restored and strengthened. For with an increased populace, the use of existing local facilities would be more justifiable than the duplication of the same facilities by expanding those in a centralized school.

In spite of the difficulty in obtaining reliable information concerning school centralization from government officials, the Task Committee recommends that the following points be investigated.

(i) The implications of the Province's underwriting a substantial portion of rural busing costs, on rural growth patterns.

(ii) Methods to distribute all regional educational facilities in conjunction with the overall regional development objectives.

(iii) The "law of diminishing returns" in terms of the social and economic costs to each particular community compared to the alleged savings in the centralized schools' physical plant construction, and operation costs.

(iv) The endurable limits to which students should be transported.

The Task Committee concurs with the Worth Commission Report which identifies the need for "A provincial development plan that would relate rural schools to their social and economic surroundings by identifying regional development trends and goals".

Recommendation

As a result the Task Committee suggests that a moratorium on school centralization be declared until the recommended investigations have been completed and evaluated, the long range effects of these two development programs have been fully realized or, some over-all strategy to deal with rural decline has been formulated.

13. There seems to be a general consensus that there are a number of business opportunities available in smaller communities because rural people are beginning to reappreciate locally supplied goods and services. They must be encouraged to support and patronize local business as much as possible. They must begin to realize that less selection and greater prices may be the price of many communities' survival.

Recommendation

a) The Task Committee recommends that each community should be encouraged and assisted to set up local development companies which will complement the regional development efforts. This is particularly important in view of the stress placed on it by the Alberta Opportunity Fund Act.

"The Company shall give priority in the achievement of its objects to programs and projects which create increased economic opportunities for residents of smaller population centres, particularly where there is extensive community involvement."[7]

(7) Section 2, Subsection (2) (d), *Bill 50, The Alberta Opportunity Fund Act 1972.*

b) The chartered banks and other traditional lenders must be encouraged to become more actively involved in rural communities.

(i) Branch managers must be better informed in terms of the availability of government programs specifically designed for rural areas.

(ii) Branch managers and their staff must become more active in the field of appraisals and mortgaging.

(iii) The banks must become active in their promotion of small business, especially in terms of the small business loan.

14. Many rural communities are faced with the depletion of their housing stock both in terms of quality and quantity. Adequate housing is necessary to maintain existing population and to attract new people to the community. In most cases local government is assuming a portion of the housing costs. That is, they are providing relatively cheap, serviced lots for housing.

Recommendation

a) Therefore the Task Committee recommends that both the Federal and Provincial Governments should make equally creative contributions to the housing problem.

b) The Task Committee suggests that the implementation of government housing policy is a good example of lack of communication to the public of potential government services. The Alberta Housing Corporation and Central Mortgage and Housing Corporation must endeavor to make a deliberate attempt to actively promote their programs in rural communities. Both of these organizations have a significant role to play in rural development and they must put themselves in a position where they are known and can be used by rural people.

15. The Task Committee agrees that land use, transportation and recreation must be considered inter-dependently in the context of the entire Drumheller Region, the region being defined as the area included within a fifty mile radius of the City of Drumheller. It includes fifteen communities and portions of three municipal districts. These issues are inter-related in function, deal with the existing land heritage and are concerned with short and long term perspectives. (However, these may be applicable to other regions of the province.)

The Task Committee recognizes that in the past the small farm unit and the railroad formed the basis of a rational settlement pattern. However, these historical premises are no longer relevant to the present and future. What is required is a new development strategy based on the reality of today and tomorrow.

Recommendation

a) Land use:

(i) A land inventory be completed for the Drumheller region.

(ii) Regional planning services for the region need to be beefed up.

(iii) The Provincial Government provide initial investment within the region to stimulate the direction and quality of future development.

b) Recreation:

The unique natural features of the Region present an excellent potential for providing the backbone for a recreation industry as well as an excellent living environment for its citizens.

Recommendation

(i) An extensive and continuous regional park system be designed to promote and preserve the natural attributes of the region.

(ii) The region's circulation system — roads, riding and hiking trails, and public transit etc., should provide the access to reinforce the continuity of the Red Deer valley's recreational amenities.

(iii) The Provincial Government should provide the organizational framework to facilitate local participation and co-ordination of regional recreation endeavors.

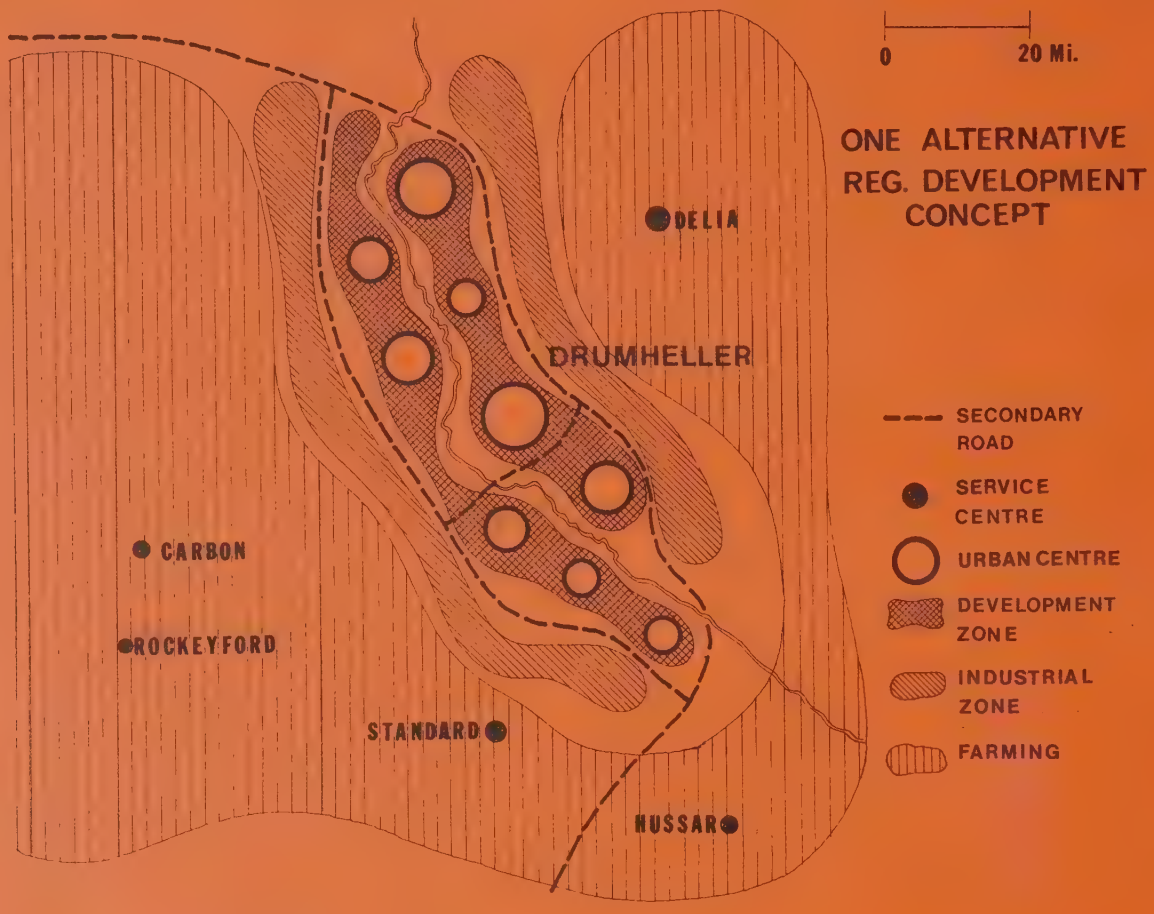
(iv) That a rational pattern of settlement be planned for the region. This would be based on an integrated system of recreation areas and roads with emphasis on the development of settlements along the Red Deer River. Such development should be confined to the bench lands, and restrained from the valley bottom to minimize pollution build-up, and provide natural amenity continuity along the valley floor.

c) Transportation:

The Task Committee recognizes the extreme importance of transportation to the orderly distribution of development within the Drumheller Region. If the full potential of the Drumheller Region is to be realized the transportation facilities must be developed in concert with the regional development objectives.

Recommendation

(i) The regional road system now based on the auxiliary grid system should be re-examined in the light of the Region's desired settlement patterns.



(ii) The road system be developed to enhance private and public access among the Drumheller Region communities.

16. Immediate Issues:

The Task Committee recognizes that long term development objectives for the Drumheller Region are important. Initially, however, steps must be taken to implement the following proposals. These steps will help to facilitate the attainment of overall regional development objectives as well as meeting the short term needs.

Recommendation

The task committee recommends that **one** or the **other** of the following should be immediately acted upon.

Since the Drumheller Region is a distinct geographic unit, it is far preferable to finance and staff at the local level a "Drumheller Regional Planning Commission".

Or, alternatively the staff and resources of the Calgary Regional Planning Commission should be increased so that it can adequately fulfil its functions and responsibilities as outlined in the Alberta Planning Act.

The Provincial Government should investigate the feasibility of alternative economic catalysts for the Drumheller Region such as a veterinary college, a community college, an experimental farm, or a horticultural station.

In smaller communities of the Region, individual business should be allowed greater scope in the variety of merchandise they are permitted to sell under licence.

Immediate steps should be taken to initiate the development of a Drumheller regional recreation plan. This plan would designate areas to be conserved for the long term recreation needs of the region.

Land could be acquired by means of the community reserve provisions, Section 26.1 (The Planning Act) and by an expanded regional park land acquisition program.

Local recreation boards should be assigned the function of inventorying and planning recreation development for their areas.

The distinct natural history of the Red Deer Valley suggests the desirability of a provincial museum in the Drumheller Region for the display of its historical artifacts.

Future major roadways should be designed and constructed for 72,000 pound load limit capacity. This is necessary for prospective economic development as well as to facilitate grain transport.

The exclusiveness of Greyhound franchising should be reviewed to provide alternative choices of public transportation within the region for a captive ridership.

This review is necessary especially where local private enterprise may be able to provide more efficient service. This would provide for and facilitate inter-regional communication as well as joint rational use of regional facilities.

The Provincial Government should investigate the feasibility of the region being served by a regularly scheduled air carrier.

SUMMARY

A. The Task Committee questions the notion of the natural inevitability of rural decline and the corresponding growth of the major centres. The Committee believes that the trend towards urbanization has been the product of deliberate decision making. Therefore, the Committee strongly advises that the Provincial Government come forth with a moral and financial commitment to the rural regions of the Province.

The Committee recommends that the commitment take the form of:

(i) A government sponsored outreach process

(ii) Co-ordinated research, planning and implementation of programs

(iii) Direct communication of government services to the potential users

(iv) Offsetting those geographic location factors that inhibit rural growth

(v) Facilitating regional growth and development accompanied by decentralization of government agencies and industry

(vi) Removal of those factors that encourage conflict and competition among communities

B. The Task Committee also questions the standard economic arguments that are used to justify:

a) the centralization of schools, government agencies, elevators and railroad service

b) the rationalization of agriculture as an industry

c) the depletion of rural housing stocks

Therefore, the Task Committee recommends:

(i) The Provincial Government endeavor to improve agricultural marketing

(ii) The Provincial Government must encourage and facilitate the entrance of young people into farming

(iii) The Provincial Government examine all the ramifications and financial implications of centralization

(iv) The Provincial and Federal Government must rectify the rural housing problems through greater activity of the Alberta Housing Corporation and Central Mortgage and Housing Corporation

C. The Task Committee recommends that:

(i) Planning services for the Region must be immediately improved

(ii) Future development strategies must be prepared for the Region. These development strategies must acknowledge the changing realities and dynamics of the Region.

D. The Calgary Plan dramatically indicates the magnitude of the financial implications of the present concentration of population in the two major metropolitan areas: "Over the next sixteen years the City of Calgary could be faced with prospect of financing expenditures totalling some three billion dollars, including the principal and interest payments associated with over one billion dollars in capital expenditure."[8]

The Task Committee suggests that the promotion of smaller rural communities would achieve a better balance in the distribution of provincial economic growth. At the same time it would help to alleviate many of the social and economic problems faced by the major urban areas and rural Alberta.

(8) "The Calgary Region" *The Calgary Plan,* Page 11.1.

CONTENTS

Committee Members	56
Foreword	58
The Task Force Method	58
Introduction	58
Recommendations:	59
The Development Strategy	59
Illustration of the Concept	60
The Development Strategy Implementation	60
Present Needs	62
Summary	63

POTENTIAL OF SMALLER CITIES, TOWNS AND COMMUNITIES IN METROPOLITAN REGIONS FACING RAPID GROWTH (THE CALGARY REGION)

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A. **Local Committees**

SOUTH OF CALGARY:

Fred Ball,
Councillor,
M.D. of Foothills

Graham Clark,
Red Deer Lake Home & School Association

Mayor Stan Gordon,
High River

Ann Harp,
Red Deer Lake Home & School Association

Alberta Herr,
Unifarm,
DeWinton

Leo Johnson,
Okotoks Students' Union

Doug Riches,
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Town of Okotoks

R. G. Smyth,
Red Deer Lake Community Association

Gary Stuart,
Okotoks Home & School Association

Gary Rhyason,
Okotoks Community Association

Maurice Crystal,
Okotoks

Jim Thompson,
President,
Foothills Community Association

EAST OF CALGARY:

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Unifarm,
Rocky View

Don Barker,
Unifarm,
Rocky View

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Dr. H. Flahta,
Chamber of Commerce,
Strathmore

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Chestermere Lake Community Association

George Kaschuk,
Chestermere Lake Community Association

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Jim Muza,
Strathmore

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C. Redvers Perry,
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Frank Edge,
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Joan MacDonald,
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L. Godfrey Mills,
Western Hills Ratepayers Association,
Springbank

Alan Hodgson,
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School Division #41,
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B. **The Task Committee**

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South Committee

Gary Stuart,
South Committee

Gary Ryhason,
South Committee

Godfrey Mills,
West Committee

Mayor Caroline Godfrey,
West Committee

Frank Edge,
West Committee

Sanford Sydness,
East Committee

Mayor Louis Schmaltz,
East Committee

Mayor Stan Cockx,
East Committee

Howard Pole,
North Committee

Harry Pole,
North Committee

Mayor Darrell Bennett
North Committee

Morley Douglas,
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Task Force on Urbanization

Harold Hanen,
Task Force on Urbanization

David Anderson,
Task Committee Co-ordinator,
Task Force on Urbanization

FOREWORD

The Task Force on Urbanization and the Future was established by the Provincial Government and the ten cities of Alberta to examine aspects of urbanization which are of concern to the people of Alberta. On the recommendation of municipal officials, civic leaders, and provincial officials the Task Force established a Task Committee to study possible urban forms in the Calgary region. It was the intention that the Task Force would work in conjunction with the Regional Planning Commission on its Urban Form Study which it was about to undertake. The Task Force would have carried out those parts of that study involving citizen participation. Due to delays in initiating this study and the shortening of the time allotted to this committee these terms of reference were modified. The Committee dealt with the issues, problems, and attitudes of the smaller communities in a rapidly expanding region.

THE TASK FORCE METHOD

When the Task Force on Urbanization and the Future was established in September 1971, it was recognized that the complex problems that were to be considered by the Task Force required a very large measure of public participation. The Task Force, therefore, has been firmly committed to stimulating awareness of the issues involved through the community at large, and to developing policy recommendations to cope with new and unfamiliar forces through the participation of as many people as possible. The Task Force was not a traditional research study conducted in relative isolation from the various groups to be affected, but rather was an attempt to involve all interested parties from the beginning in the policy formulation process.

In October and November of 1971, four local committees in the Calgary region were established. These committees, composed of representatives from the municipalities in the area and representatives from local citizens' organizations, met once every two weeks throughout the winter studying the problems and potentials of the Calgary region. On May 5th, 6th, 7th, 1972, three representatives from each of these committees met as a Task Committee with the representatives of government departments and agencies that were directly concerned with the problems that had been identified by the local committees. Subsequently the Task Committee has met twice to complete the recommendations of the report.

INTRODUCTION

One of the most significant trends in Alberta's recent history has been the extremely rapid growth of the major metropolitan areas of Edmonton and Calgary. The implications of this trend have been apparent for the past decade. Accompanying the advantages of these larger urban concentrations have been a number of persistent problems.

— Other areas of the Province are either stationary or in decline.

— Escalating urban land costs are reflected in rising housing costs and in rising costs of land for public purposes.

— As concentrations of traffic volumes mount decisions on freeways and rapid transit become necessary. Both of these options involve massive expenditures.

— Demands for open space increase to satisfy enlarged urban populations at the same time as pressure for "maximum utilization" of land mount.

— Environmental pollution increases with increased densities.

— Communications between local government and the citizens become more tenuous; and responsiveness to needs and problems of people more difficult.

— Social and personal safety problems increase in quantity and complexity in the larger metropolitan centres.

— As development spreads over a metropolitan area affecting many municipalities, the need for and the difficulties in realizing increased co-ordination among federal, provincial and municipal agencies becomes more acute.[1]

In addition to these general concerns that affect the Province as a whole, the Task Committee feels the rapid growth of Edmonton and Calgary presents specific problems for the surrounding regions, which include:

— Rural populations are forced to adapt to an increasingly urban life style.

— Smaller towns and villages within the metropolitan region face the prospect of rapid growth with its associated opportunities and problems.

— In order to finance rapid growth, towns and villages are often burdened with an increasing property tax.

— Rational planning becomes more difficult as land speculation increases.

— The demand for the subdivision of land within the rural areas makes any form of rational planning regulation a contentious political issue.

(1) Task Force on Urbanization and the Future, *Choices for Metropolitan Growth,* 1972.

— Competition between communities for commercial and industrial assessment becomes accentuated as municipalities struggle to finance residential growth.

It is with the aim of offering some solutions to these regional problems that the Task Force on Urbanization Committee on the Potential of the Calgary Region offers these recommendations.

RECOMMENDATIONS

In examining the problems facing regions surrounding a major city it became apparent that the absence of Provincial development policies greatly hinders rational planning within the Province. Thus, the Task Committee recommends:

> The Provincial Government develop, and clearly state, overall development goals for the Province.

Comprehensive Provincial development goals would provide a framework within which regional plans could be developed. The Task Committee further recommends:

> The Provincial Government ensure that the Regional Planning Commission develops an overall strategy guiding the growth and development of the Calgary region, based on rational social and land use criteria. All cities and towns must be thought of as integral parts of the region in the formation of this strategy: no community can be treated completely in isolation.

I. The Development Strategy

The Task Committee recommends that the following elements be incorporated into the development strategy for the Calgary region.

A. Urban Settlements

Once a regional development strategy has been adopted, governments will require as much flexibility as possible to implement its provisions. At the present time the major decisions affecting urban settlement patterns within the Calgary region are often made on an ad-hoc basis, without reference to any regional development strategy. To reduce the number of ad-hoc major development decisions that are made before a development strategy is adopted, the Task Committee recommends:

> Urban expansion within the region conform to an established regional development policy which includes a planned land use strategy. A moratorium on land annexation by the regions' municipalities be established until such an overall policy has been adopted.

As has been pointed out in the Task Force publication "Choices for Metropolitan Growth" (page 8) "Questions are now being raised at a governmental and non-governmental level as to whether it would not be desirable to have a greater dispersal of urban population among the ten cities and other towns of Alberta, and whether this might not be of mutual benefit both to the very rapidly expanding regions and to the slower growing or declining regions."

The Task Committee fully supports the concept of decentralization of population and industry, both throughout Alberta as a whole and within the Calgary region. The Task Committee recommends:

> Population and industrial growth within the region be accommodated by the co-ordinated development of communities with incentives provided to facilitate this development.

In recent years there has been substantive criticism of the form of suburban development on the edges of our metropolitan areas.

Therefore, the Task Committee recommends:

> Existing towns and villages provide the base for future growth within the region. This does not preclude the possibility of developing new towns at a later time.

It has been suggested that rigid separation of urban land uses within urban settlements leads to a loss of social vitality. This is equally illustrated in a regional context in the development of "dormitory communities".

> The Task Committee recommends:
> Wherever it is practical, communities be developed as balanced settlements with residential, commercial and industrial development.

Others have criticized the present form of suburban development by suggesting that it leads to excessive standardization and social anonymity. In order to provide an attractive environment the Task Committee recommends:

> Each community within the region recognize and develop its own individual and unique character.

To avoid repetition of the known difficulties associated with large urban settlements, the Task Committee recommends that:

> Geographic and population limits be developed and adopted to guide the growth of all urban communities in the Calgary region. When these limits are reached, development could be redirected.

Transportation facilities provide the backbone of any regional network of communities. Recognizing the importance of transportation facilities in effecting the decentralization of population throughout the region, the Task Committee recommends:

> Regional transportation corridors, based on a planned land use strategy, linking existing and future communities with efficient and convenient transportation facilities, be developed to facilitate orderly and economic development.

And:

> Intense development be located in close proximity to the transportation corridors with a "feathering out" to lower densities away from the corridors.

To maintain a high degree of local involvement and quality of environment among communities, the Task Committee recommends:

> Communities in the region be provided with some assistance to hire their own planners. The regional planning commissions being responsible for, and providing, overall co-ordination of the implementation of the regional development strategy.

B. Non-Urban Land

For the past decade and a half the demand for more intense land development in the Calgary region has steadily increased. Between 1954 and 1968 the amount of subdivided land in the municipalities of Foothills and Rocky View used as "country residential" increased more than twenty-four fold. The Calgary Regional Planning Commission's **Country Residential Survey** (1968) points out problems associated with accommodating people who desire a residence in the country: ". . . withdrawal from production and fragmentation of good arable land; groundwater shortages; municipal servicing costs; accessibility; lack of coherence; and the need for development patterns . . ."

The Task Committee considers land a primary natural resource in which the public interest is paramount.

In order to ensure that land within the region is used for its optimum function, the Task Committee recommends:

> Zoning and subdivision within the region conform to an overall development strategy.

At the present time land directly adjacent to or containing natural environmental amenities is rapidly being subdivided. To preserve this type of land for the public, the Task Committee recommends:

> The region's natural assets of vegetation, water resources, unique topographical features, prime agricultural land, potential wildlife and water-fowl reserves, etc. be inventoried and incorporated in the development strategy.

The Calgary region is extremely fortunate to be close to the Rocky Mountains. However, there is growing pressure by the urban public for more recreational facilities in close proximity to the city. To provide adequate recreational facilities for the growing regional population the Task Committee recommends:

> Considerable amounts of land peripheral to urban settlements be acquired for public recreational purposes. In addition, large areas of land between existing and future communities be retained for low-intensity uses, including private recreation.

The Task Committee considered that subdivision for residential uses be restricted to areas suitable for that purpose. These areas would be defined in the overall development strategy.

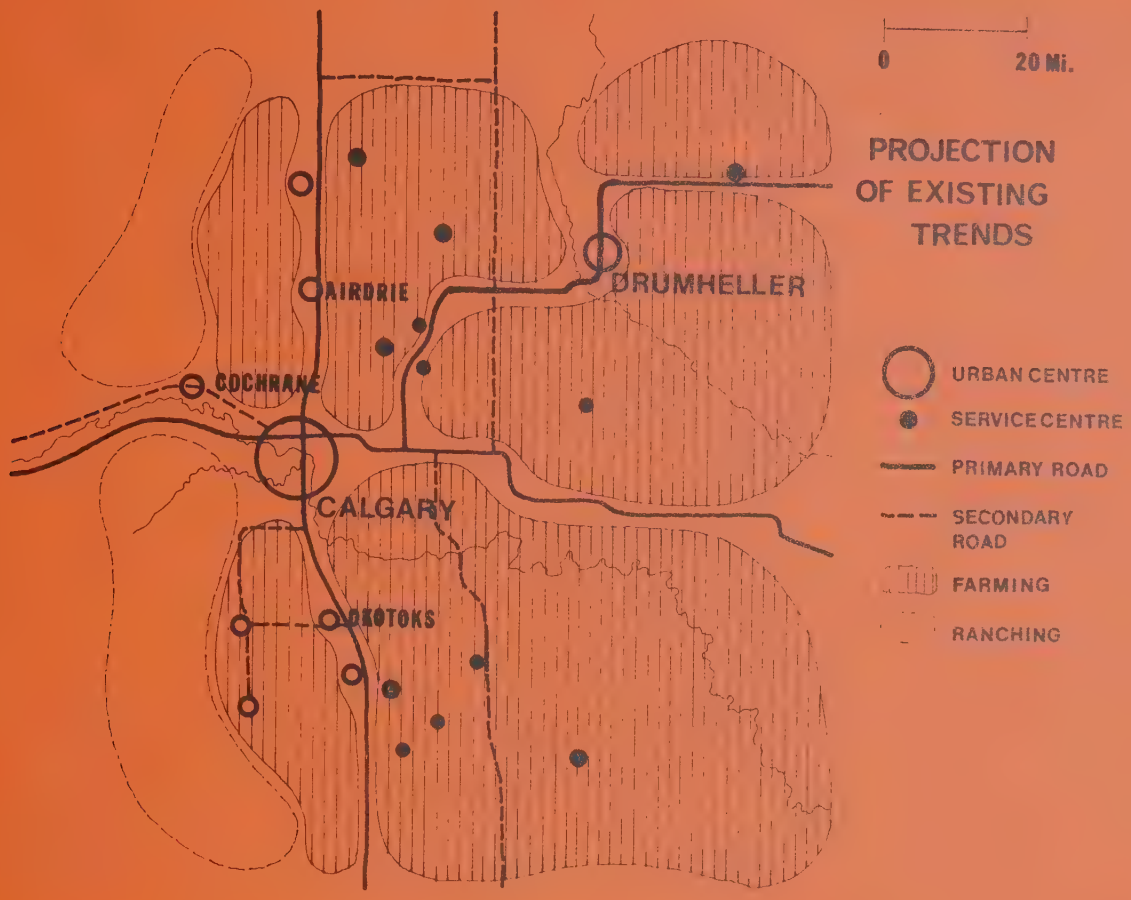
> The committee approves of the principles outlined in the present preliminary regional plan recognizing, however, that this document is interim and designed only to meet short-term needs. It must be further developed to secure the objectives of the overall development strategy.

II. Illustration of the Concept

Figure I illustrates one possible way the Calgary Region might look some time in the future if a development strategy reflecting the preceding recommendations is implemented. It defines broad areas of land for a variety of uses; provides for inter-regional transportation; and disperses population throughout the region. This is a diagram to illustrate an idea, and is not intended as a plan. There is in fact a wide range of urban forms which can meet the criteria established.

III. The Development Strategy Implementation

Implementation of a Calgary region development strategy can only be accomplished by specific changes of Provincial Government policies and the municipal tax system. The Task Committee recommends the following policies to aid implementation of a regional development strategy.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PROJECTION OF EXISTING TRENDS
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COCHRANE
CALGARY
OKOTOKS
URBAN CENTRE
SERVICE CENTRE
PRIMARY ROAD
SECONDARY ROAD
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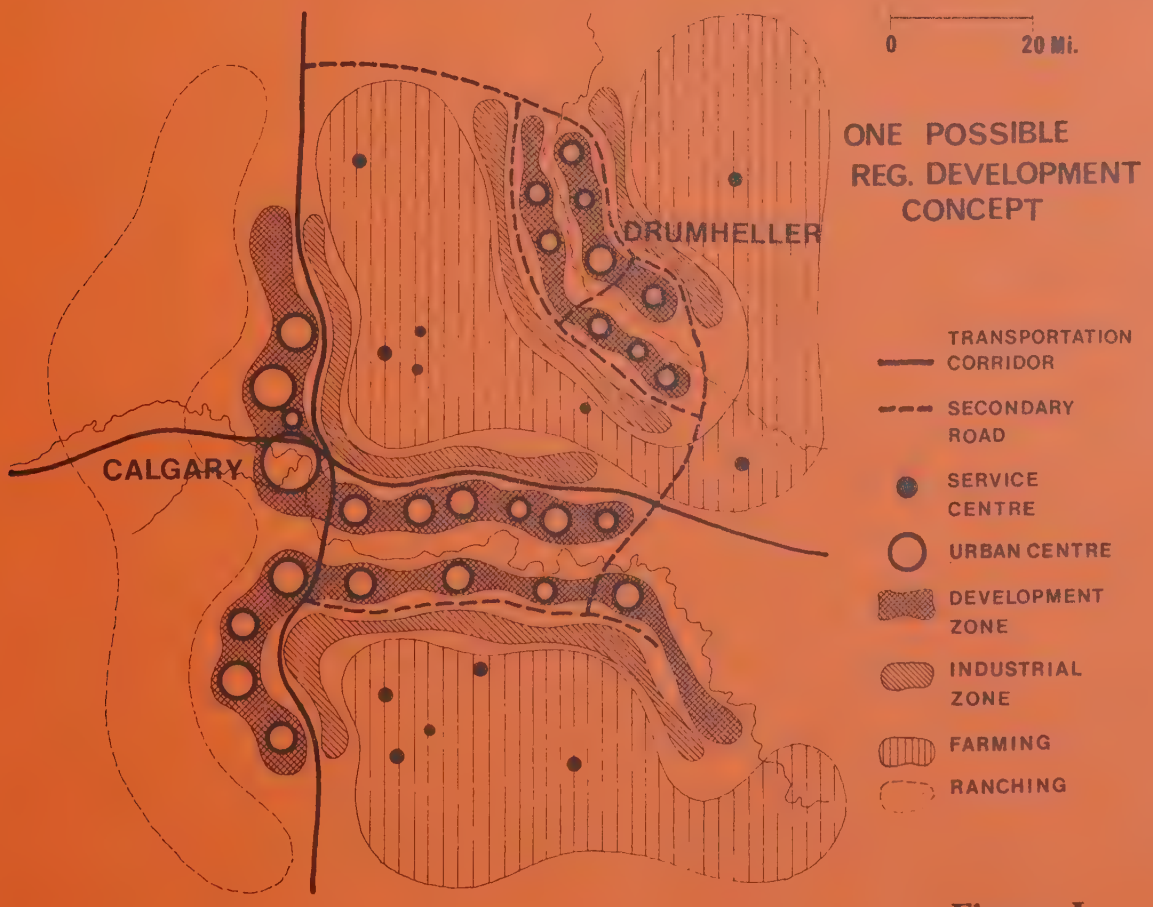
RANCHING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ONE POSSIBLE REG. DEVELOPMENT CONCEPT
DRUMHELLER
CALGARY
TRANSPORTATION CORRIDOR
SECONDARY ROAD
SERVICE CENTRE
URBAN CENTRE
DEVELOPMENT ZONE
INDUSTRIAL ZONE
FARMING
RANCHING

Figure I

A. **General Government Policies**

One of the primary hindrances to rational and economic development is land speculation. The Task Committee recommends:

Land banks be established in and around existing towns and future development areas in the Calgary region with the assistance of the senior governments to ensure orderly, economic and aesthetic development of these communities.

To maintain co-ordinated regional development, the Task Committee recommends:

All planning techniques, including subdivision and zoning regulations, be used to achieve the adopted regional development strategy.

Strict definition of potentially subdividable areas in the context of the development strategy will initially result in some land value discrimination. To overcome this, the Task Committee recommends:

Techniques to minimize land value discrimination be investigated.

To aid the orderly dispersion of commercial and industrial enterprises throughout the Calgary region, the Task Committee recommends:

The Calgary region constitute a telephone toll-free area to facilitate industrial and commercial development throughout the region.

Discussion of the implementation of the regional development strategy involves forms of government best suited to co-ordinate government services within the region.

The Task Committee believes that when a regional development strategy is formulated new and radically different forms of local government will be needed for its implementation.

The Task Committee recommends:

Methods of increasing co-ordination of Provincial Government services be investigated.

and:

Methods of increasing co-ordination and co-operation of the different levels of government within the region be investigated.

The Committee suggests that Regional Districts as they have been set up in British Columbia deserve investigation.

The Task Committee considers the present degree of commitment by the Provincial Government to the Regional Planning Commissions inadequate. When one compares the responsibilities given to the Regional Planning Commissions with their meagre budgets, it is obvious that some functions, i.e. subdivision processing, are being carried out at the expense of other, perhaps more important, responsibilities, e.g. the development of regional plans. The Task Committee strongly recommends:

The Regional Planning Commissions be given resources to fulfil their functions and responsibilities as outlined in the Planning Act.

and:

The role of the Regional Planning Commission be re-examined with a view to broadening its functions and responsibilities to deal with metropolitan expansion.

B. **Taxation Policies**

To aid implementation of a regional development strategy, the Task Committee makes the following recommendations concerning taxation policy:

Taxation incentives and disincentives be used as tools to achieve long term regional goals.

A system of property taxation be investigated which directly relates to the provision of municipal, and not social, services.

In order to remove inequities in the present tax system and to help eliminate competition among municipalities for taxation revenue,

The sharing of industrial and commercial revenue throughout the region be studied.

IV. Present Needs

The Task Committee recognizes that long term development objectives for the Calgary Region are extremely important. Initially, however, steps must be taken to deal with some of the region's more immediate needs. These will help facilitate the attainment of overall development objectives as well as meet short term needs.

The Task Committee recommends:

The existing loophole whereby some twenty acre parcels are taxed as farms be reviewed. One possible method of eliminating this inequity is to assess both land and buildings and tax whichever is higher.

A number of questions have been raised in rural municipalities concerning industrial and commercial taxation policies. It has been suggested that the whole question of taxation of industries and utility companies requires review. The Task Committee recommends:

The current taxation and assessment policies with regard to industry and utility companies be thoroughly reviewed

by the Task Force on Provincial-Municipal Financing.

Revenue and expenditure forecasts show that property taxation will reach higher levels in Alberta's municipalities in the near future. Because local governments depend so heavily on property taxation an examination of the property tax as a revenue source should be made. "Real property tax has been diverted to support services for which it was never designed. The majority of owners of real property are quite prepared to accept the necessary tax burden for those services and facilities which are directly related to property. However, services related to the welfare of people, i.e. education, welfare and health, should not be a charge on property. Services in these areas are in the public domain, no less than national defense or foreign aid."[2]

The Task Committee recommends:

The costs of education and other social services be entirely removed from a property tax base.

The Alberta Housing Corporation and Central Mortgage and Housing Corporation expand their services in smaller centres.

The Provincial Government begin assembling land in and around smaller centres in the Calgary region to help meet future housing needs.

The entire Calgary region become a telephone toll-free area.

SUMMARY

The Task Committee recommends the Provincial Government formulate overall development goals for the Province. Within this framework, the Task Committee recommends that the Provincial Government encourage the development of an overall development strategy for the Calgary Region, based on rational social and land use criteria.

The Task Committee recommends the development strategy include the following proposals:

— Urban expansion within the region conform to the development strategy.
— Population and industrial growth be dispersed throughout the region by the co-ordinated development of existing towns and villages.
— Communities be developed as balanced settlements with residential, commercial and industrial development. This does not preclude the possibility of developing specialized centres, however.
— Geographic and population limits should be adopted for all communities in the Calgary region.
— Regional transportation corridors be developed to link communities with efficient and convenient transportation facilities.
— Land be considered a primary natural resource.
— Land peripheral to urban settlements be acquired for public recreational purposes.
— Large areas of land between urban centres be retained for low-density uses.

To implement the regional development strategy the Task Committee recommends:

— A moratorium on land annexation be established until a Calgary regional development strategy is adopted.
— All planning techniques be used to achieve the objectives of the regional development strategy.
— Techniques of reducing land value discrimination be investigated.
— New forms of local government be investigated which increase co-ordination within the region.
— The Regional Planning Commissions must be given the resources to fulfil their present functions.
— The role of the Regional Planning Commissions must be reviewed with a view to broadening its responsibilities.
— The sharing of industrial and commercial taxation revenue throughout the region must be studied.
— Taxation incentives and disincentives be used as tools to achieve long term regional goals.

The Committee also made a number of recommendations to deal with the short term needs of the region:

— The existing loophole whereby some twenty acre parcels are taxed as farms be reviewed.
— Current industrial taxation and assessment policies be thoroughly reviewed.
— The costs of education and other social services be removed from a property tax base.
— Alberta Housing Corporation and Central Mortgage and Housing Corporation expand their services in smaller centres.
— The Provincial Government begin assembling land in and around smaller centres to help meet future housing needs.
— The Calgary Region be made a telephone toll-free area.

(2) Submission on behalf of the City of West Kildonan to the Manitoba Commission of Local Government Organization and Finance, 1963; page 2, quoted in *Urban Crisis.*

CONTENTS

I Introduction 68

II The Task Committee Process 68

III Findings and Conclusions 69

A. Conclusions of the Sub-Committee Studying Future Trends 69

1. Objectives 69

2. Action Necessary (i) Private Individuals 69

(ii) Private Industry 70

(iii) Governments 70

B. Conclusions of the Sub-Committee Studying Problems of the Landfill Process 73

C. The Results of the Investigations of the Sub-Committee on Derelict Autos 76

1. Objectives 76

2. The Program 76

IV Summation 79

Appendix A 80

Membership of Solid Waste Management Task Committee (in alphabetical order)

Appendix B 81

Opinions Survey of Municipal Leaders (regarding options for Solid Waste Management)

Appendix C 84

Summary of Recommendations (according to Task Committee's priorities)

SOLID WASTES: PROBLEMS AND SOLUTIONS (EDMONTON, WETASKIWIN, CAMROSE AREA)

FOREWORD

The Task Force on Urbanization and the Future established a number of Task Committees to examine aspects of urbanization which are of concern to the people of Alberta. On the recommendation of municipal officials, civic leaders, and provincial officials, the Task Force established a Task Committee on Solid Waste Management in the Edmonton-Wetaskiwin-Camrose region. This Task Committee examined methods now being used, alternatives to present methods, and the legislation concerning the management of solid waste. A background paper was prepared entitled **SOLID WASTES: PROBLEMS AND SOLUTIONS.** Upon publication of the background paper, and following the announcement of termination of the Task Force, the Task Committee on Solid Waste Management extended its outreach to include cities throughout the province.

This final report provides the recommendations and the background investigations of this particular Task Committee. The purpose of this publication is to summarize the work of the Committee and to provide, both the public at large and the interest groups most directly concerned, the recommendations, suggestions, and ideas that the Task Committee believes, when effected, will greatly resolve present problems and concerns associated with solid waste management.

In order that this report is ensured responsible action the following motion was moved by Mr. Dennis Wighton (I.C.E.Q.), jointly seconded by Mr. Frank Belyea (Department of the Environment) and Mrs. W. H. Buckley (University Women's Club) and unanimously approved by the Task Committee members present at the final committee meeting:

> "That the Minister of the Environment be presented with the report of the Task Committee on Solid Waste Management and that it be requested that he assume responsibility for its activation and implementation, and that it be requested that the Minister inform the Task Committee as to whom specifically will be placed in charge of this report."

May 31, 1972

I. INTRODUCTION

As was indicated in the background paper *(Solid Wastes: Problems and Solutions)* "there have been many positive advantages stemming from the growth of our urban area. There have also been accompanying problems. One of these, which is assuming ever greater importance from both an economic and environmental point of view, is the problem of solid waste." (p. 5)

Over a period of eight months, extending from October, 1971 to May of 1972, a selection of various interest groups worked together to provide a type of "blueprint" or "framework" within which government, industry, and the individual citizen all could co-operate in "solid waste management" to the betterment both of the economy and of the environment. The full Task Committee met four times, (twice in Camrose, once in Wetaskiwin, and once in Edmonton.) Each subcommittee met four times. In the interim, countless private meetings, interviews and discussions were conducted by various committee members.

The Task Committee on Solid Waste Management contained civic officials, including mayors, city managers, aldermen, and other municipal staff. There were also members from the provincial civil service including deputy ministers and department heads. Representatives from environmental groups, citizen groups, and industrial interests were also present. A good deal of assistance was provided by the Regional Planning Commissions (i.e. Battle River Regional Planning Commission, Edmonton Regional Planning Commission). A complete list of all members of the Task Committee are listed in the Appendix to this report.

There was extensive co-operation on the part of the news media throughout the province. In regards the media, special programs and interview discussions were conducted throughout the province. In particular CBX, CFRN-FM, CJCA, CHED, CBXT, and CFRN-TV in Edmonton were very helpful as well as CJOI in Wetaskiwin and CFCW in Camrose. The Camrose Booster, the Camrose Canadian, Le Franco-Albertain and the Edmonton Journal also devoted a good deal of energy to the Task Committee's work. Outside the initial study area CKSA and CKSA-TV in Lloydminster, CJDV in Drumheller, CFGP in Grande Prairie, CFCN in Calgary, CHEC, CJOC, and CJOC-TV in Lethbridge all provided ample public outreach capabilities.

In addition, the chairman and secretary of the Task Committee held public discussions in many centres including Wetaskiwin, Wainwright, St. Paul and Westlock. A survey of municipal governments was undertaken and many provincial officials were afforded an opportunity to personally react to the Task Committee's work. Over 7,000 copies of the background paper were distributed throughout the province and feedback was received from these readers as well.

It should be noted that the recommendations, suggestions, and ideas that are outlined in this book are those of this Task Committee. They have been approved unanimously at a general Task Committee meeting. However, implementation of these recommendations will be the responsibility of those groups, organizations, institutions or governments to whom they are directed. Each individual citizen has now a responsibility to encourage the various authorities, to which these recommendations have been directed, to act as soon as possible to implement and to effect the suggested changes. Thus, there is yet another chance for general public participation in the work of this Task Committee by helping to follow up the recommendations and suggestions to ensure their implementation!

II. THE TASK COMMITTEE PROCESS

The Task Force on Urbanization and the Future was operationally designed on the "interest based planning" model whereby as wide a spectrum of the social community as is feasible is brought together to work towards solutions to particular problems. In this particular instance, the problem is the management of solid waste: What is to be done about the amount of garbage piling up in our society is probably the most frequent question that the Task Committee has had to deal with.

This Task Committee, brought together as it was from a variety of backgrounds, spent many hours investigating, discussing, and debating various alternate solutions to the problem of solid waste. The Committee itself, being almost forty members in size, was a rather large organism. To facilitate specific investigations three sub-committees were established: Recycling and Future Trends in Solid Waste Management; Sanitary Landfill as a Disposal Method; and the Disposal of Derelict and Abandoned Automobiles. These sub-committees were developed due to the significant number of questions directed towards the Task Force itself in regard to these particular topics. Most of the other concerns brought to the attention of the Task Committee were able to be fitted into these three categories as well.

The Task Committee was not intended to be an environmental study group, nor was it intended to examine the total problem of wastes in our society. Consequently, there is little reference to the problems of sewage and

industrial waste; and, there is no extensive emphasis towards attempting to create a whole new environment. At the same time, it should be noted that such questions are most valid and must receive consideration by all citizens in the very near future.

The Task Committee's approach concentrated on the "economic" considerations and ramifications of solid waste management. It became obvious to the many members of the Committee, that the questions of garbage and similar solid wastes has extensive economic implications. That is to say, considerable economic resources may well be discarded indiscriminately through poor waste management. Many items now sent to the sanitary landfill site could well be "reusable" or "recyclable" and by merely discarding them, one might be considered guilty of throwing away money! In an era of increasing taxation, it would seem that any attempt at reducing the amount of garbage we haul to the sanitary landfill site may in itself be an economic saving. Furthermore, if the "throwaway cult" itself can be disbanded we may well find ourselves with more resources to aid the development of a better society.

Another significant aspect of the study was in the continual educative process experienced by each Task Committee member. People came to the initial Task Committee meeting with many preconceived ideas. After much interchange, exchange, and debate, all committee members experienced some reorientation of their perceptions and priorities. Furthermore, it became evident that each member, at some point or another, needed additional education concerning some aspect of the total problem at hand. This, in itself, accentuates the tremendous challenge that lies ahead in educating all of us to the problems and potentials associated with the management of solid waste. In fact, every sub-committee itself recommended that much more extensive public education be undertaken in order that all citizens may appreciate and understand both the problems that must be faced and the need for every individual to do his part to help overcome these problems.

Within this type of framework the Task Committee carried out its investigations. From many segments of society it received extensive feedback that tended to support this particular framework. Exchanges via the news media, opinion and attitude surveys, as well as personal and public conversations of various Task Committee personnel, brought forth problems that are continuing to grow in terms of solid waste management: the health problem for a community harbouring significant numbers of abandoned cars due to potential rodent nesting or potential injuries to children at play; problems of dead animals in sanitary landfill sites; the high volume of potentially reusable paper presently being burned or buried. These are a few of the concerns that reflect economic as well as environmental problems. **For what does it gain if we can inexpensively dispose of our garbage in a convenient, unseen ravine, if within a year or so, our health, whether it be physical or psychological, begins to deteriorate because of the kinds of activities that have been attracted to that convenient ravine? What are our priorities and what might these cost to be retained?**

III. FINDINGS AND CONCLUSIONS

The following are the conclusions of the sub-committees that were established by the Task Committee on Solid Waste Management:

A. Conclusions of the Sub-Committee Studying Future Trends

1. Objectives

The subject of disposal, reclamation and recycling is a significant part of the total problem of solid waste management. With the increased tendency of a highly consumer-oriented society to throw away products which appear to be cheap and plentiful in supply, disposal of discarded items has been an aggravated problem. The recycling sub-committee investigated the problems (i.e. volume, cost to environment, etc.) posed by discarded, yet potentially reusable goods, and gave consideration to plausible methods whereby such material may be reutilized.

2. Action Necessary

(i) Private Individuals — Public education both in the schools and in society at large can be a very effective means towards the disbanding of the throwaway cult. Awareness via the schools is perhaps the most promising in view of the fact that youth can provide an effective influence on parents. However, poor parental examples may in turn negate the lessons of the classroom. Consequently, it is important that a public informational campaign be undertaken at every possible instance to ensure a total societal understanding of the problems of the "throwaway cult".

A general reorientation of the citizenry is required if the throwaway cult in its many forms is to be discouraged and discontinued. Detrimental effects on the environment should be stressed; but even more important, the cost in social and economic terms must be underlined: we must be re-educated to a philosophy of repair, reuse and return!

An extremely promising possibility is to encourage the individual to segregate his garbage

right at the home. The individual could sort his garbage into four major components: paper, metal, glass, and miscellany (which would include wet garbage, plastics, etc.) The cost of separating garbage at any other point along the disposal system is exceedingly expensive and can quickly negate many of the potential benefits of separated garbage. Therefore, the Task Committee suggests that THE PUBLIC MUST BE PREPARED TO BEGIN TO SEPARATE THE GARBAGE THAT IT CREATES IN THE HOME, RIGHT IN THE HOME. This would be an extremely significant first step towards extensive reutilization of much of the waste that is now created in the home.

"A uni-metal can would be easily recycled . . ."

(ii) Private Industry — It is of little benefit if the only segment of society to become attuned to the problems of solid waste management is the individual citizen in his home. Private industry must become active proponents of new solid waste management tactics if recycling is to become a successful answer to the problem of solid waste. Industry must begin seriously to develop positive, practical processes whereby such items as glass, paper and metal products can be reused. For one, the Task Committee recommends that AN ALL TIN OR ALL ALUMINUM POP CAN MUST BE CREATED. This would enable metal recycling plants to reuse these cans without the costly process of separating the tops from the sides.

There must be a concentrated effort to initiate a standardized "pop" bottle. Already within the beverage industry, we have the standardized "beer" bottle, and a reasonably standardized pop can (note comment above, however). It does not seem to be too great a chore for some soft drink companies to use bottles which can, upon their return, be used by other than the original pop manufacturer. The unique identification of products could be placed on paper labels. A standardized pop bottle would serve the same effect as the standardized beer bottle which has been two fold: it has encouraged the continual return of these bottles; it provides an education in resource management (that is to say, that we cannot afford to continually throw everything away). Thus, it is recommended that a standardized "pop" bottle be developed and the Task Committee recommends that, if necessary, LEGISLATION BE ENACTED MAKING IT ILLEGAL TO MARKET SOFT DRINKS IN ALBERTA IN CONTAINERS OTHER THAN THE OFFICIAL STANDARDIZED ONE.

There should be more built-in reusability in other glass products. This suggestion is aimed at those people primarily in the food industry who make use of glass containers. The Task Committee believes that it would be possible, in many instances, to make a container serve numerous functions (e.g. a jar containing jam upon becoming empty could then convert to a drinking glass). This may not be an extensive possibility but certainly could be utilized much more than is at present. It may even be necessary to tax those products who only have a "one-use possibility" in their particular containers.

In the case of the remaining glass components of one's garbage, it would seem that there are already potential markets for such glass: glassphalt, use of crushed glass for building bricks, glass wall insulator and aerated concrete. Because of the weight of the glass, however, long hauls may be uneconomical; therefore, glass processing operations may need to be made more available throughout Alberta. Instead of concentrating glass recycling in a single locale, possiby smaller plants in several areas of the province could be an alternative. In this regard, the Committee recommends that THE PROVINCIAL GOVERNMENT UNDERTAKE AN IMPARTIAL STUDY RE: THE POTENTIALS AND ECONOMIC IMPLICATIONS OF ESTABLISHING GLASS RECYCLING AND RE-UTILIZATION FACILITIES THROUGHOUT THE PROVINCE OF ALBERTA.

Private industry can also assist the implementation of new recycling policies by segregating its own garbage. Those offices which use an abundance of paper should consider separating that paper from the other elements in their garbage. Moreover, these offices should investigate the possibilities of using more and more recycled paper.

(iii) Governments—It is crucial that government play a very significant role in educating the public to the potential economic value of advancing recycling philosophies. Local government should remain responsible for local problems, but solutions to the problems of re-

cycling and reutilization should be investigated by all levels of government. The Task Committee recommends that THE PROVINCIAL GOVERNMENT SHOULD TAKE IMMEDIATE STEPS TO ESTABLISH A PUBLIC EDUCATIONAL PROGRAM IN REGARDS SOLID WASTE MANAGEMENT. IT SHOULD ALSO ASSIST IN THE ORGANIZATION AND MANAGEMENT OF DISPOSAL SYSTEMS ON REGIONAL AND SUB-REGIONAL BASES. Further the Task Committee suggests that EVERY MUNICIPALITY SERIOUSLY EXPLORE, WHEREEVER FEASIBLE, THE PRACTICAL POSSIBILITIES OF OPERATING SEGREGATED GARBAGE COLLECTIONS TOWARDS THE GOAL OF RECLAIMING AS MUCH REUSABLE MATERIAL AS POSSIBLE WHICH COULD BE TURNED OVER TO THE RECYCLING INDUSTRY.

The Task Committee further recommends that THE GOVERNMENT IMMEDIATELY ESTABLISH AN IMPARTIAL INVESTIGATION INTO THE METAL RECOVERY INDUSTRY AS TO ITS OVERALL EFFECTIVENESS. Such a study would determine whether at present there is a significant loss of metals, and if so, in which areas of the industry these losses occur. In-depth studies should be directed towards the practical or operational levels in order of descending priorities in areas where preliminary study indicates that productive results may be required and/or obtained. In other words, the government, as it was suggested in the area of glass, should examine the potentiality for greater use of recycled metal.

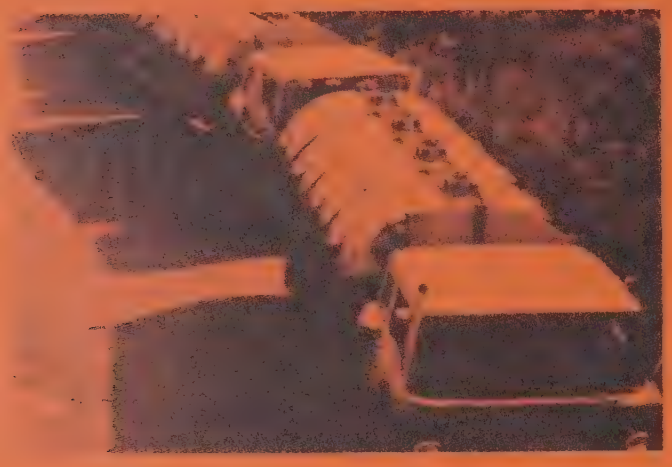
Plastics can cause problems of poor compaction, drainage impairment, and slowness of stabilization of any landfill site. It has been demonstrated by some that plastics in soils are not so much entirely detrimental but are more inert material. The study committee recommends that STUDIES BE UNDERTAKEN IN AN IMPARTIAL FASHION TO RESEARCH THE APPLICATION OF LANDFILL DISPOSAL IN OUR NORTHERN ENVIRONMENT, PARTICULARLY IN REFERENCE TO THE IMPACTS OF PLASTICS IN SUCH DISPOSAL SYSTEMS.

The most immediate emphasis focuses on an educational program to acquaint the individual with the benefits and economic resource management relating to recycling and reutilization. Government should set aside funds and manpower to develop comprehensive programs which both directly and indirectly provide educational emphasis to the problems of solid waste management. There are several areas wherein programs could be developed:

Within the schools of the province extensive "mini-courses" should be developed for classroom use. These could include slide shows, animated cartoons, "VTR" clips and short films. Possibly for the younger students and preschool children specially designed colouring books and similar educational tools could be developed. Moreover, materials should be made available to every school library that focus on the many issues of solid waste management. There presently is a lack of readily available information to many students re: disposal, reutilization or recycling of our garbage.

To assist in the education of the general public, there are several small, but potentially very effective types of programs. For one thing, when placing litter barrels along the highways it is suggested by the study committee that CONSIDERATION BE GIVEN TO SETTING UP SEGREGATED GARBAGE CANS ALONG THE HIGHWAYS. By this is meant that the Department of Highways would have a blue garbage can for paper, possibly a green garbage can for metal products, a yellow garbage can for other kinds of garbage (including wet garbage), and a special case for bottles and other glass containers. This could be accompanied by special signs at all border crossings, along the highways, and in travel brochures reminding motorists that Alberta is intent on keeping its province clean for economic as well as environmental reasons. It is important that in any educational campaign the individual consumer be continually reminded that he has to pay the shot for any clean-up campaign in the long run — therefore, wherever he can cut down on his own wastage, he will in turn reduce the amount of taxes required to keep the province clean. The example cited above of segregated garbage cans would not only remind every Albertan, but it would also drive home the message to the increasing number of tourists coming to this province. It is of little value to gain many tourist dollars if the province is required to turn around and spend a good deal of this money to clean up after these tourists.

Another potential educational scheme would be the provision of litter-bags every year with the motor vehicle licence plates. At present each pair of licence plates comes already enclosed in a plastic bag-type apparatus. It is suggested by the committee that THE DEPARTMENT OF HIGHWAYS AND TRANSPORT CONSIDER THE POSSIBILITY OF MAKING A SPECIAL LITTER-BAG IN WHICH THE LICENCE PLATES WOULD BE WRAPPED, WITH A SPECIAL MESSAGE REGARDING SOLID WASTE MANAGEMENT PRINTED ON THE LITTER-



BAG. Thus, every person who owns or operates a motor vehicle would receive at least one litter-bag per year. This, in itself, could initiate the process of making more and more of the citizenry aware of the need for economic management of our resources. These litter-bags could be made available to all those requiring either additional or replacement litter-bags.

A few programs such as these could be very significant first steps in an overall educational program in the Province of Alberta.

There are several additional items that should be noted in regarding potentials for recycling. In terms of the separated garbage after one has taken out the paper, the metal and the glass, it would seem that the other foreign objects are presently of a percentage low enough that it could go to the landfill sites without undue harm. However, this cannot be assumed to be a completely truthful fact, and therefore the study committee also recommends that THERE BE A LONG-RANGE STUDY INTO SANITARY LANDFILL SITES AND THEIR EFFECT, USING SITES FROM ALL SIZES OF MUNICIPALITIES.

To speed up the extent to which recycled products are utilized as well as aiding the educational process, the Task Committee contends that all levels of governments and large institutions in the private sector should consider alterations in their buying policies. Such changes would incorporate a certain proportion of materials to be made from recycled products. For example, paper and reinforcing rods both can be obtained in recycled form of a quality equal to that made from original processes. In this regard, a government or a church organization might consider buying 25% of its paper on recycled stock or a public institution like a university might buy 25% of its reinforcing rods from mills using scrap metal instead of iron ore. Therefore, it is recommended THAT GOVERNMENTS AND OTHER LARGE INSTITUTIONS CONSIDER ALTERATIONS IN BUYING POLICIES SUCH THAT, WHEREVER POSSIBLE, 25% OF THEIR PURCHASES COME FROM RECYCLED STOCK. Such a change could quickly bring down the price of such recycled products well below present figures and would also provide positive examples for the public who otherwise might be somewhat skeptical.

In terms of recycling paper it must be remembered that the paper reutilizer has to rely on his paperstock supplier to exclude, as completely as possible, wastepaper which contains plastic contaminants. This is difficult and obviously not totally satisfactory. The plastic industry should develop methods of inactivating their resins *in situ* after they have served their purpose. Eliminating the thermoplasticity of these materials in some manner during repulping of the paperstock would make them infinitely less troublesome to the reutilizer.

The secondary fibre industry appears to be continuing its research on methods of contaminant removal. The likelihood of achieving quantitative removal by mechanical means appears remote at this time. Therefore, it is up to the plastics and paper industries to promote and use hot melts only where they are functionally **essential** and at the lowest level of use that will achieve that desired functionality. An example of functional need is the use of hot melt coatings as protective barriers in food packaging. An example of a convenient though generally unnecessary application is the increasing use of hot melt adhesives to replace water-soluble or water-dispersible adhesives in corrugated case sealing.

Improved methods of excluding plastic-contaminated waste-paper from the reutilizing stream also must be developed. This may require reversal of the present trend toward less sorting of waste-paper. It may also require discontinuance of the shredding of paper-stock prior to baling. The Task Committee suggests that THE PLASTICS AND PAPER INDUS-

TRIES BEGIN TO DEVELOP USES FOR THE EXCLUDED MATERIALS THAT CANNOT BE REUTILIZED.

The rapid growth of the plastic industry is recognized by the fact that some form of polythene is found throughout our present society's requirements for "life". Entire food services and some hospitals are geared to the throwaway plastic industry, while other users apply plastics as durable items such as transoceanic telephone cables. The reutilization of plastics provides little hope of materializing into any great proportions due to the chemical complexity of each individual type of plastic. Some progress can be made in returnable containers for re-use; however, the percentage of the total production is small.

The plastic industry does provide us with certain useful materials as well as disposal and reutilization problems. However, this industry may be viewed from its environmental impact based on its use of ethane as a raw material. Energy consumption is well known to be doubling approximately every ten years; here in Alberta we follow this pattern, however, the Alberta economy is primarily based on the export of unrenewable resources to the United States via Eastern Canada. Exponential growth has a peculiar problem of not exposing shortages of energy until it is almost too late to slow the growth or to apply less wasteful practices in the use of these resources, which morally speaking are part of future generations' heritage.

It is known that the United States at their present rate of consumption will run out of methane-ethane (natural gas) in ten years. Recent Alaskan finds have only extended this period by two years; hence, the United States is now attempting to slow this exponential growth by closing down industry which has as its primary use natural gas and who does not provide necessary goods to society. There may be a need to disband the throwaway cult due to the fact that we are fast depleting our natural resources. In other words, it may not be a case of solid waste management alone but even more significantly, total resource management that is required.

B. Conclusions of the Sub-Committee Studying Problems of the Landfill Process

The primary objective of the investigations into sanitary landfill methods of solid waste disposal was to obtain the best possible solution for each individual area and to make sure it was also an acceptable solution for the total environment.

The basic problem concerning sanitary landfill is legislative. Present legislation requires certain facilities at each and every waste disposal site, irrespective of the size of the community served. This tends to cause some regional disparities throughout the province, especially those centres which do not have a large population base. Smaller urban or rural centres often experience higher costs per capita re: disposal of garbage than the larger metropolitan areas. For instance, the cost per capita for garbage disposal in Edmonton is less than that of Camrose even though the absolute site costs are much more expensive for Edmonton than they are in Camrose.

The acquisition of disposal sites is another significant problem. It is complicated by two factors: legislation and personal biases against disposal grounds. Should a municipality wish to acquire suitable land outside of its boundaries, it must first apply to that particular municipality. If refused there, the council may not acquire the land or interest therein. However, should a municipality be successful in its acquisition of land outside its boundary, the use to which it puts this land must conform to standards already set up by the preliminary regional plan, the regional plan, or any other prevailing development scheme. The problem, however, is not so much with the operation of the landfill itself but in the methods by which the municipality attains or obtains the particular site.

Individuals may buy land anywhere they wish without being subject to the appeals, by-law changes, etc., that municipalities are subject to in acquiring land. At the same time, any individual, once he buys land, must adhere to whatever development plans are in effect within that particular municipality in which the land is situated. The problem for the municipality is that long before it can ever obtain the land, long before it can ever get approval for the land, it must already have made its intentions known. Misunderstanding, misconceptions, misinformation, and bad feelings arise with the result being that a most acceptable potential landfill site is rarely obtained and the municipality must settle for something less preferable although still approved by the appropriate departments. The other problem is that once the "word" is out that the land is being considered, inflation sets in and the price often becomes exorbitant.

It would be to the benefit of all if municipalities were permitted to buy land where they want. They could then make sure that they had the proper sites which would be acceptable for land fill operations prior to making application to develop them as landfill operations. This would be very helpful in minimizing the inflation that so often enters into landfill purchases while at the same time allowing

municipalities some degree of flexibility in their negotiations of landfill site purchases. At the same time, however, the same restrictions and development permits would apply to the municipality as to the individual. This would ensure that the public would be protected, as they are now, from sanitary landfill sites being developed in improper areas. It would remain the case that any municipality attempting to develop a landfill site would have to follow approved procedures. However, the initial hurdle, which is a most significant one, that being the acquisition of potential sites without undue stress, would be facilitated. Therefore, the Task Committee recommends that MUNICIPALITIES BE GIVEN THE RIGHT TO BUY LAND WHERE THEY WISH (AS DOES A PRIVATE INDIVIDUAL) OUTSIDE THEIR OWN BOUNDARIES. Furthermore, the development of such purchased land must adhere to the development plans of the municipality or region wherein the newly purchased land is located.

Personal biases, due to the improper care of disposal sites, have developed and constitute a major problem in the operation of sanitary landfill programs. Many people have very poor and even misguided opinions of what a sanitary landfill site is supposed to be. Evidence suggests that many areas have, in the past, been guilty of improper research preceding acquisition of the original site. In some instances there is a lack of stringent maintenance by the municipalities involved which creates unpleasant conditions for those residing in close proximity to the site (e.g. unsightliness, odor, or other noxious activities). And, although there are provisions for fining persons who litter or dump indiscriminately, the procedures whereby these people are prosecuted are rather narrow or complicated and therefore, are often impractical. The disposal of dead animals in landfill sites also has caused some problems.

There is a very definite need for an intensive informational program to be conducted by the municipalities in co-operation with the provincial government to make the citizenry more aware of what exactly a landfill operation is all about. Moreover, this educational campaign should have concrete examples to verify its assertions. Therefore, the Task Committee recommends THAT THE PROVINCIAL GOVERNMENT UNDERTAKE, IN CO-OPERATION WITH THE MUNICIPAL GOVERNMENTS, A COMPREHENSIVE EDUCATIONAL PROGRAM MAKING USE OF A MULTI-MEDIA APPROACH TO EDUCATE ALL PEOPLE IN THE PROVINCE AS TO WHAT SANITARY LANDFILL SITES ARE, AND WHAT THEIR POTENTIAL MAY BE (FUTURE PARKS, PLAYGROUNDS, ETC.) AND THAT A NUMBER OF SHORT TERM PILOT PROJECTS IN LANDFILL SITES BE UNDERTAKEN TO PROVIDE CONCRETE EXAMPLES OF WHAT CAN HAPPEN WHEN A SANITARY LANDFILL SITE IS OPERATED PROPERLY AND EFFICIENTLY TOWARDS SOME PARTICULAR GOAL SUCH AS A PARK. This program should not only be made available to the citizenry at large, but most importantly, it should be made available to those areas intending to acquire new landfill sites. Such strategies could do much to assist specific communities in preventing the development of unnecessary negative public opinion.

There could be some alteration in the present legislation to make it more flexible, to take into account various differences due to size or region. In this regard consideration should be given to the possibility of making waste disposal itself a regional activity. Throughout the province there are several examples where municipalities have come together in such projects. (e.g. The City and County of Wetaskiwin have been operating a joint venture for ten years or more — in Taber and Coaldale, the county is picking up the garbage on an agreement — in Lethbridge the county is picking up the garbage throughout the area — the County and City of Camrose have approved an agreement for the purchase, maintenance and operation of a disposal site for the joint use of the residents of the two municipalities.) Similar types of agreements should be encouraged wherever possible. This would alleviate, to some degree at least, duplication in many situations and thus might help reduce the per capita costs for various municipalities.

"A worthless car easily becomes a valuable product . . ."

Therefore, the Task Committee recommends that REGIONAL PLANNING COMMISSIONS GIVE SERIOUS CONSIDERATION TO THE POSSIBILITY OF ESTABLISHING CO-ORDINATING FUNCTIONS IN REGARDS TO WASTE DISPOSAL OPERATIONS WITHIN THEIR JURISDICTIONS. To further facilitate the acquisition of disposal site locations it is also the suggestion of this Task Committee that THERE BE AMENDMENTS TO THE LEGISLATED PROCEDURES ALREADY IN EFFECT SUCH THAT A PROVINCIAL BODY BE ESTABLISHED TO REVIEW AND DECIDE CASES WHEREIN DISPUTES ARISE CONCERNING THE ACQUISITION OF DISPOSAL SITES. In other words, it would assist the process of the acquisition of disposal site lands if the Government of Alberta were to establish a general review board which could act as a final arbitrator in any dispute concerning the acquisition of landfill disposal sites.

To irradicate personal bias there are numerous suggestions that the Task Committee would like to advance. First of all, the Task Committee recommends that STRICT ENFORCEMENT OF MAINTENANCE LEGISLATION IN ALL INSTANCES BE REQUIRED. (Just one bad exception can be pointed to by members of the public as "the only thing that will come of a disposal site if we were to allow one in this area".) When experimental procedures are tried, they should be very discretely attempted in out of the way places. Furthermore, there should be extensive notification, by posting signs, etc., that this is in fact an experimental area. The Task Committee suggests that EVERY MUNICIPALITY TIGHTEN THE INSPECTION OF ITS OWN SANITARY LANDFILL OPERATION ENSURING THAT PROPER MAINTENANCE IS CARRIED OUT AT ALL TIMES AND CONTINUALLY MAKE THE PUBLIC AWARE OF THE CLEANLINESS OF THE OPERATION.

The best solution to overcoming the area of personal bias against the landfill system is to continually provide the people with good examples. For instance, when one is beginning a landfill site the municipality may wish to make available to its citizens pictures and descriptions of what was done in cities like Madison, Wisconsin. Moreover, when trying to gain public acceptance for a landfill site, promises should not be made that a park will appear overnight. On the other hand, wherever possible, the site should be developed such that work can begin on a park, etc., long before the site is actually finished. In this regard, it may be preferable to acquire a small site first that can, within a short period of time, be changed from a landfill operation to a playground or similar thing.

An in-depth public relations program should be utilized to broadcast the municipality's intentions and gain the support of the appropriate factions regarding solid waste disposal. It is important that within such a program the implications, in terms of economic resource management that clean disposal sites may provide, should be made known. In other words, the economic benefit on the personal and physical environment of proper sanitary landfill sites should be made known to all.

To aid in the reduction of littering and indiscriminate dumping the Task Committee recommends AN EDUCATIONAL PROGRAM TO SHOW THE ECONOMIC EFFECTS ON OUR ENVIRONMENT, BOTH PERSONAL AND PHYSICAL, OF INDISCRIMINATE DISPOSAL — TO SHOW HOW THE INDIVIDUAL CAN HELP OVERCOME THIS MOUNTING PROBLEM BY SUCH THINGS AS AWARENESS OF THE IMMENSE PROBLEMS CAUSED BY SIMPLE LITTERING AND, SECONDLY, TO SHOW INDIVIDUALS THAT WITH PATIENCE IT IS POSSIBLE TO CONVERT DISPOSAL SITES INTO PARKS. (It would seem obvious that a site cannot be turned from disposal grounds to park overnight, but due to the apparent lack of understanding among many of the public it would seem that there is still a great deal of work to be done explaining this very point.) The Task Committee also recommends to both the Provincial Government and Municipal Governments THE DEVEL-

OPMENT AND ENFORCEMENT OF STRICTER PENALTIES FOR LITTERING AND INDISCRIMINATE DUMPING, AND EVEN STRICTER ENFORCEMENT OF THE PRESENT PENALTIES SET OUT BY THE PUBLIC HEALTH ACT. Legislation should be amended to allow for some sort of penalty against those wherein convincing evidence is circumstantial as opposed to having to be caught right in the act. It is also suggested that some kind of reward for the apprehension of those who litter is in order.

C. The Results of the Investigations of the Sub-Committee on Derelict Autos

1. Objectives

(1) To eliminate to the greatest possible degree, having regard for good economics, the blighting and negative psychological effect of abandoned automobile parts in our environment.

(2) To recycle abandoned automobiles to the greatest possible degree commensurate with good economics.

The Task Committee on Solid Waste Management investigated this particular problem in depth and the major conclusion is that there is positive and practical action that can be taken immediately which would establish a program whereby the continuous clean-up of derelict automobiles would be assured; and, moreover, the establishment of such a program would provide a concrete educational example to all citizens. This educational example would illustrate the positive benefits of cleaning up our junk; including some of the potential economic returns that might be available.

It will be necessary to involve four distinct aspects of Alberta society: (1) the individual citizens; (2) local governments; (3) the provincial government (primarily the Department of Highways, the Department of the Environment, and the Department of the Attorney General); (4) various aspects of the automobile industry (i.e. commercial scrap and junk dealers, automobile manufacturing and sales businesses).

2. The Program

The most efficient method of disposing of these abondoned cars and putting them back in the economic mainstream is through the shredding process. The economics involved in this process however, may necessitate the use of other, not quite as efficient, processes in certain areas of the province wherein shredding would be quite uneconomic due to the unusually high cost of transportation or the availability of other systems which would be more economical to operate in particular areas. (One alternative in some instances may be the baling process, which requires extra work including some that raises some environmental questions — burning out the interiors, etc.) It is the Task Committee's suggestion that, while the shredding operation be used wherever possible, options be left open for other processes that may be more viable in a particular area.

There are three major aspects to the plan: finances, collection and disposal and legislation. Financing would be based on two sources of funds. The primary, and the most significant source, would be an annual levy (approximately $2.00) assessed against each registered vehicle as part of the licence fee. The secondary source would be that raised by fines against illegal abandonment (the amount in this category would not likely be too large and would best be returned directly to the municipality involved in the prosecution). The concept of the levy on the licence plate already has extensive support including the A.U.M.A. and several municipal councils. A nominal yearly fee would be administratively more acceptable at the present time. However, the Committee realizes, and advocates, that some responsibility rests with the manufacturers. It is due, in part, to present policies in automotive manufacturing that cars do not last longer than they do and become derelict which is then a problem for the disposal process. Once the program was operating smoothly, and the intergovernmental tax arrangements were worked out, consideration could be given to transferring some of the fees to the manufacturers. In any event, the licence levy would be sufficient to provide initial operating funds for the total project, while at the same time providing a constant reminder — thereby serving an educational function — for the individual car owner that his car eventually must be disposed of. Therefore, the Task Committee recommends that THE PROVINCIAL GOVERNMENT, THROUGH THE DEPARTMENT OF HIGHWAYS AND ITS ANNUAL LEVY ON MOTOR VEHICLE REGISTRATION, ASSESS EACH REGISTERED VEHICLE A TWO DOLLAR ($2.00) LEVY: THIS LEVY TO BE USED SOLELY FOR THE FINANCING OF A CONTINUOUS DERELICT-AUTO DISPOSAL PROGRAM.

The fiscal dispersement would include the following: (a) cost of transportation of the hulks from the holding site to the recycling plant (this plant could be a shredder or baler depending on the system selected in a particular area); (b) the cost of "squashing" or "stripping" the cars at the holding site prior to the transportation to the recycling centre (the amount of money to be allotted per unit would be decided by tender); the actual choice of

methods would depend upon the most economical option for the area (i.e. if a car could be "squashed" for five dollars, then five dollars would be available for "stripping"); (c) a five dollar ($5.00) "finder's fee", which would be handled through each municipality, as an incentive to assist in the collection of these derelict automobiles. (For the municipalities, this would provide the option of encouraging citizens or private groups to collect derelict vehicles or else bringing in the hulks themselves and retain the "finder's fees" for their expenses); (d) administration of the project (including the administrator and his office staff); (e) the money raised from any fines would, as indicated earlier, be returned directly to the municipality involved in the particular court action. Therefore, the Task Committee recommends THE ESTABLISHMENT OF A FULL TIME DERELICT AUTO DISPOSAL PROGRAM, TO BE OPERANT THROUGHOUT THE PROVINCE OF ALBERTA, THE FINANCING BASED ON THE LEVY DESCRIBED ABOVE AND BEING DISPERSED ACCORDING TO THE SEGMENTS DESCRIBED IN THE REPORT OF THE TASK COMMITTEE ON SOLID WASTE MANAGEMENT.

According to available registration data, the total number of registered vehicles is in excess of 750,000. Should a levy of $2.00 be assessed each such vehicle the disposal fund would realize approximately 1.5 million dollars per year. Such funding would provide enough finances to ensure the total operation of the program from its inception.

The collection and the disposal aspect of the project would be primarily the responsibility of each municipality. Each municipality is responsible for the clean-up of all derelict autos from its jurisdictional area, and it is also responsible for its "holding site". Each holding site must be well screened from public view, and it should be selected for convenience and practicality to the towns, villages, cities and rural municipalities in the same area. The intention is that co-operation between several local governments in one particular area should, if at all possible, be worked out. Each site must have good road access with a special section set aside for "stripping" or "squashing" these cars. It may not be necessary for municipalities to develop special sites — they have the option either to use present "landfill" sites or make special arrangements with commercial auto wreckers in the area. To make collection and disposal as efficient a process as possible, it is necessary that there be one central "administrator" to co-ordinate the total provincial program. This administrator would be an agent of the provincial government (possibly in the Department of the Environment) and it would be his duty to record the location of the various approved sites, record the number of junk cars in the sites (this information is relayed to him by the individual municipalities in charge of the site), and arrange for the best economic removal from the site to the recycling facilities of these hulks. This removal is premised on the greatest possible use of "private enterprise" in each particular area.

Whenever the shredding process is to be implemented, the areas will request the project administrator to forward the services of a squashing unit. Should a baling process be the preferred alternative in certain areas, the municipalities shall request that the administrator arrange qualified "car strippers" to be contracted to clear out the cars. The project administrator would then arrange for the vehicle to be moved from the holding site to the re-processing or recycling plant. Methods by which these vehicles will be transported to the recycling or re-processing facility would again be contracted or tendered out — hopefully wherever possible to local business concerns. The local clean-up campaigns would be co-ordinated by the municipality with financial assistance from the fund for finder's fees.

Therefore, the Task Committee recommends EACH MUNICIPALITY, BY ITSELF OR IN CO-OPERATION WITH SURROUNDING MUNICIPALITIES, ESTABLISH A "HOLDING SITE" FOR THE PURPOSE OF TEMPORARILY STORING DERELICT AUTOS AS THEY ARE COLLECTED PRIOR TO THEIR REMOVAL TO THE RECYCLING PLANTS. Furthermore, the Task Committee recommends that THE GOVERNMENT OF ALBERTA APPOINT A CENTRAL ADMINISTRATOR TO CO-ORDINATE THE TOTAL PROVINCIAL AUTO DISPOSAL PROGRAM. Furthermore, the Task Committee recommends WHEREVER POSSIBLE PRIVATE ENTERPRISE BE USED IN CARRYING OUT THE VARIOUS DUTIES OF THIS PROGRAM, AND THAT THE TENDERING PROCESS BE USED TO ENSURE AS MUCH IMPARTIALITY AND ECONOMIC SAVINGS AS POSSIBLE. (This would include the contracting of car "squashers" or "strippers".)

There is presently legislation dealing with both disposal and abandonment of automobiles. However, it is not extensive enough, nor does it contain strong enough penalties and

sanctions to effectively discourage auto abandonment. Moreover, it does not outline clearly the various jurisdictional responsibilities to ensure that, at the local level, municipalities can get derelict autos cleaned up in an economical and efficient manner.

To make this program most effective, there are several legislative routes to be worked out.

1. The Task Committee recommends THERE BE SPECIFIC LEGISLATION MAKING IT AN OFFENCE TO HARBOUR JUNKED AUTOS ON PRIVATE PROPERTY, **WHERE SUCH MAY BE OFFENSIVE TO NEIGHBOURS.**

2. The Task Committee suggests LEGISLATION BEAR IN MIND THAT PEOPLE INITIALLY MAY NEED A PERIOD OF GRACE FROM THREE TO SIX MONTHS TO CLEAN UP PRESENT PREMISES OF DERELICT AUTOS; BUT IN THE FUTURE, ONCE A MUNICIPALITY SERVES NOTICE, AFTER RECEIVING A COMPLAINT, THE GUILTY PERSON HAS A LIMITED TIME TO CLEAN UP HIS PREMISES (AT THE RISK OF A FINE); the Task Committee recommends LEGISLATION BE DEVELOPED TOWARDS THE END THAT EACH MUNICIPAL GOVERNMENT HAS THE RESPONSIBILITY FOR KEEPING ITS AREA FREE OF DERELICT AUTOMOBILES.

3. The Task Committee recommends that LEGISLATION MUST BE DEVELOPED REQUIRING "AUTO WRECKERS" AND SIMILAR SALVAGE COMPANIES TO KEEP THEIR PREMISES HEALTHY AND PLEASANT TO LOOK AT (i.e. THEY MUST DEVELOP SUBSTANTIVE SCREENS TO PREVENT EYE-SORES FROM BECOMING NOTICEABLE, AND THEY MUST KEEP NON-USABLE PARTS MOVING TO THE RECYCLING CENTRES); the Task Committee further suggests SALVAGE AND AUTO-WRECKING YARDS SHOULD BE STRONGLY ENCOURAGED TO CONTINUALLY RECHECK THEIR INVENTORY AND STRIP THE VEHICLES AS SOON AS POSSIBLE IN ORDER THAT NON-USABLE COMPONENTS MAY BE IMMEDIATELY TRANSFERRED TO THE RECYCLING PROCESS.

4. The Task Committee recommends LEGISLATION BE DEVELOPED TO MAKE IT AN OFFENCE TO ABANDON A VEHICLE EITHER ON PRIVATE OR PUBLIC PROPERTY, SUBJECT TO A SUBSTANTIAL FINE (e.g. AT LEAST $100.00 PER ITEM).

5. The Task Committee suggests SOME TYPE OF "FULL THIRTY DAY WARRANTY" BE ATTACHED TO THE PURCHASE OF ALL CARS. (THIS WARRANTY IDEA, IF LEGISLATED, WOULD ENSURE THAT VEHICLES NO LONGER ROAD-WORTHY WOULD BE IMMEDIATELY TURNED OVER TO THE DISPOSAL PROCESS: ON THE OTHER HAND, THOSE VEHICLES WHICH ARE ACCEPTABLE, POTENTIALLY VIABLE FORMS OF TRANSPORTATION WOULD HAVE NO PROBLEM BEING SOLD.) Moreover, the Task Committee suggests that SOME TYPE OF CERTIFICATION OF ROAD-WORTHINESS BE ATTACHED TO ALL CARS OVER TEN YEARS OLD THAT ARE TO BE LICENCED.

6. The Task Committee recommends THERE SHOULD BE NO MORE THAN ONE AUTOMOBILE PLUS THE PARTS FOR ONE COMPLETE ADDITIONAL CAR, IN THE STATE OF INOPERANCY ON ANY PRIVATE PROPERTY — ALL CARS IN EXCESS OF THIS NUMBER COULD BE LICENCED AS ANTIQUE AUTOS OR POTENTIALLY OPERANT MOTOR VEHICLES (WITH THE PROPER LICENCE PLATES AFFIXED TO THE CAR). THE ALTERNATIVE FOR THE OWNER OF THESE CARS IS TO TAKE OUT A BUSINESS LICENCE WHICH WOULD THEN MAKE HIS OPERATION SUBJECT TO THE LAWS AND REGULATIONS DEALING WITH AUTO WRECKERS. The Task Committee further suggests IT MAY BE NECESSARY TO CONSIDER SOME KINDS OF "TITLE LAW" LEGISLATION WHICH WOULD REQUIRE ALL SALES OF AUTOMOBILES AND SIMILAR VEHICLES TO BE LEGALLY REGISTERED EVENTS. (SHOULD A PERSON CLAIM TO HAVE SOLD A CAR THAT IS FOUND ABANDONED, AND THIS SALE HAD NOT BEEN REGISTERED, THEN HE WOULD ALSO BE SUBJECT TO A SUBSTANTIAL FINE — IN THE NEIGHBOURHOOD OF AT LEAST $100.00 — MOREOVER TITLE LAW LEGISLATION MIGHT ASSIST IN THE TRACKING DOWN OF STOLEN CARS).

Many old cars make their way several times through the disposal auctions presently in process throughout the province. This process is an expensive one and it may be advisable to modify it extensively. Once a car has been found abandoned then if it is not felt to be road-worthy (i.e. more than ten years old and

could not be fully warranteed) then this car would be held for seven days, and then if not claimed, it would be immediately transferred to the derelict auto disposal system. Should the car be claimed, the owner would be required to pay for the holding costs and the additional expenses incurred regarding the retrieval of this abandoned vehicle. (If there was title law legislation, the owner of these cars could be tracked down even sooner.) Consequently, the Task Committee suggests THE GOVERNMENT OF ALBERTA GIVE SERIOUS CONSIDERATION TO MODIFYING THE PRESENT PROCESS WHEREBY ABANDONED CARS THAT ARE FOUND ARE PLACED IN A "DISPOSAL AUCTION SYSTEM" SUCH THAT ABANDONED AUTOS FOUND NOT TO BE ROADWORTHY IMMEDIATELY ARE TAKEN OUT OF CIRCULATION AND FORWARDED TO A RECYCLING PLANT AFTER BEING HELD A CERTAIN PRESCRIBED NUMBER OF DAYS.

The implementation of such a derelict auto disposal system would not only clean up many thousands of junked auto hulks, but it would also return a great deal of scrap metal to the economic mainstream of the province. Moreover, once the system was functioning fully, the amount of scrap metal available might easily be sold to the metal recycling plants most desirous of it. Presently, such plants operate only on scrap metals delivered to their gates, but with greatly increased sources of materials competition would be such that alterations in this philosophy can be expected.

The system described has enough funding to do a proper job. This includes handling cars illegally abandoned along the borders of the province and disposing of hulks in the far north (it may well be, in this latter case, that storage time would be longer in order that a sufficient economical number of hulks could be collected).

Other provinces are now considering similar schemes, some states south of the border already have implemented disposal programs. However, the program described above would make Alberta an outright leader in the field.

IV. SUMMATION

This is the report of the Task Committee on Solid Waste Management. This Task Committee, part of the Task Force on Urbanization, met for its final meeting on May 30th, 1972 (Appendix A contains the lists of membership on this committee in alphabetical order). This report was approved unanimously at the final meeting. (Appendix B provides a summary of the survey of municipalities concerning some major questions regarding solid waste management; these findings were sought outside the Task Committee itself to provide a comparison of attitudes; it will be noted that there is general agreement between the concerns raised in the survey and the actual recommendations of the Task Committee.) All parties charged with the responsibilities of carrying out the recommendations outlined in this report. (Appendix C provides a summary of the recommendations in order of the Task Committee's priorities) are requested to begin activation in the near future in order that the wishes of the citizenry may be adhered to.

Respectfully submitted,

G. W. Sinclair, *Chairman*

Brian Hayley, *Secretary*

Task Committee on Solid Waste Management
Task Force on Urbanization and the Future

Appendix A

MEMBERSHIP OF SOLID WASTE MANAGEMENT COMMITTEE

(in alphabetical order)

Mr. W. S. Alexander
Councillor
Leduc, Alberta

Mr. M. McD. Barrow
Director
Battle River Regional Planning Commission
Wetaskiwin, Alberta

Mr. A. F. Belyea
Executive Co-ordinator
Interdepartmental Planning Division
Edmonton, Alberta

Mr. B. Berube
Leduc, Alberta

Mr. H. G. Blythe
City Manager
Wetaskiwin, Alberta

Mr. G. P. Bredlow
Chairman
Public Utilities and Sanitation Committee
Ponoka, Alberta

Mr. R. N. Briggs
Department of Environment
Edmonton, Alberta

Mr. G. R. Brownlee
Director of Public Works
Wetaskiwin, Alberta

Mrs. W. H. Buckley
President
University Women's Club
Edmonton, Alberta

Mr. Earl E. Dicknoether
Industrial Development Officer
Department of Industry & Commerce
Lacombe, Alberta

Mr. R. C. Dilke
Chief Wastes Treatment Engineer
Wastes and Sanitation Department
Edmonton, Alberta

Mr. C. Drabble
Department of Environment
Edmonton, Alberta

Mr. R. N. Giffen
Director
Edmonton Regional Planning Commission
Edmonton, Alberta

Mr. L. A. Goddard
Public Health Inspector
Leduc, Alberta

Mr. Wayne Gordon
Edmonton Regional Planning Commission
Edmonton, Alberta

Mr. James Hoskins
Public Health Inspector, Westoka
Wetaskiwin, Alberta

Mr. James Lambe
City Manager
Camrose, Alberta

Mr. Phil Link
Councillor
Camrose, Alberta

Mr. O. Mallas
Hay Lakes, Alberta

Mr. Vic McCune
Chief Highways Engineer
Department of Highways
Edmonton, Alberta

Mr. Mohler
Battle River Regional Planning Commission
Wetaskiwin, Alberta

Mr. M. R. Parker
Reeve
County of Strathcona

Mr. J. E. Pike
Mayor
Wetaskiwin, Alberta

Mr. Jack Relf
Department of Industry and Tourism
Edmonton, Alberta

Mr. S. J. Richards
Secretary-Treasurer
Edmonton Salvage Co. Ltd.
Edmonton, Alberta

Mr. R. H. Riddett
Battle River Regional Planning Commission
Wetaskiwin, Alberta

Dr. P. Rose
Deputy Minister
Department of Health and Social Development
Edmonton, Alberta

Mr. L. D. M. Sadler
Department of Environment
Edmonton, Alberta

Mr. D. L. Saunders
Municipal Manager
Ponoka, Alberta

Mr. D. W. Schmidt
Reeve
County of Wetaskiwin
Mulhurst, Alberta

Mr. Bill Smith
Department of Highways
Edmonton, Alberta

Mr. L. E. Stewart
Chief Public Health Inspector
Department of Health and Social Development
Edmonton, Alberta

Mr. R. Swanson
Mayor
Camrose, Alberta

Mr. Bill Turnbull
Camrose, Alberta

Mr. Dennis Wighton
I.C.E.Q.
Edmonton, Alberta

Appendix "B"

TABULATION OF QUESTIONNAIRES ON THE OPTIONS OF SOLID WASTE MANAGEMENT

(comments are listed according to the number of times they appear in the questionnaire; all responses listed are those that were noted on at least 10% of the questionnaires; these responses have been edited)

		City Staff	*Municipal Staff*	*City Aldermen*	*Municipal Councillors*	*Special Groups*
1. (a) To what extent should individuals be responsible for solid waste disposal?	very little	25%	4%	5%	10%	
	somewhat	50%	4%	24%	25%	
	a good deal		44%	47%	27%	25%
	a great deal	25%	24%	24%	25%	75%
	entirely		24%		13%	
(b) To what extent should industry be responsible for solid waste disposal?	very little					
	somewhat			6%		
	a good deal	33%	10%	17%	17%	
	a great deal		30%	65%	33%	80%
	completely	67%	60%	12%	50%	20%
(c) To what extent should governments be responsible for solid waste disposal?	very little		4%		4%	25%
	somewhat	33%			12%	
	a good deal	34%	46%	13%	17%	50%
	a great deal		30%	67%	50%	25%
	completely	33%	20%	20%	17%	
2. Should there be more variation in the legislation regarding solid waste to take into account various regional and/or local factors?	yes	25%	40%	41%	53%	80%
	possibly	50%	50%	41%	39%	20%
	no	25%	10%	18%	8%	

Comments:

- co-operation is the total key
- industry should pay according to type and quantity of refuse
- industry should be responsible for the solid waste they create since the wastes would not be a problem if industry did not exist — tax those with extra "packaging" — encouraging inter-plant co-operation to salvage more waste
- government must maintain overall policy control and guidance — some financial aid is necessary but this should be minimized and the responsibility shifted more to the private sector — still need for co-ordination
- primary responsibility of government is legislative
- individuals must be made more responsible for his own refuse and for littering and must bear some of the cost — there needs to be more separation of garbage components to retrieve valuable stuff
- need for more total education to make everyone aware of the growing problems — no single agency can solve the problems of solid waste
- efforts must strive towards recycling as the end
- establishment of comprehensive disposal centres
- regional and local factors must have some bearing on legislation but the question is how much variation is possible?
- soil and weather must always be major determining factors
- alternatives would be acceptable provided the equivalent level of disposal is maintained
- vary legislation according to population or types of industry
- heavier littering fines and stronger enforcement of present regulations are necessary immediately
- manufacturers should be taxed if their products are throw-away and this revenue could be returned to the municipalities to help defray their disposal expenses
- owners of wastes should pay for their disposal in any area
- plastics are a bigger and bigger problem
- burning should be permitted in less populous areas

		City Staff	Municipal Staff	City Aldermen	Municipal Councillors	Special Groups	Comments:
3. Should a regional approach to solid waste management and disposal be implemented such that groups of municipalities, counties, etc., would co-operate in their solid waste disposal?	yes somewhat no	50% 25% 25%	84% 8% 8%	71% 29%	78% 18% 4%	60% 40%	— consideration and co-operation are bound to be beneficial in the long run: (1) co-ordinate and share expensive equipment (2) improve transportation (3) develop recycling processes — co-operation might lead to more exchanges of new ideas which can lead to further savings — do away with over-lapping and duplication of facilities — yes, it would help the reprocessing of some of these recyclable materials because of bigger volume and shared costs — regional approaches might be more economical especially in lowering site acquisition costs — providing communities aren't too far apart — collection sites for larger disposal items would be good — it is already being tried successfully on a small scale in a few areas
4. Should we adopt as a legislative philosophy a prime emphasis on recycling: in other words, should recycling become an integral part of our solution to the solid waste problem, and thus a part of our total economy?	yes maybe no	50% 25% 25%	58% 38% 4%	59% 30% 11%	77% 21% 2%	100%	— recycling should be introduced everywhere it is practical or feasible — might be more practical in some areas than others — recycling is the very core of the matter — need for changes in social attitudes away from "throw away society": especially newsprint — more research should be undertaken on a comprehensive basis between government and industry — there should be more built-in reuseability — tackle problem at source: the manufacture of throw away products and excess packaging — is Canada big enough to worry about recycling? why not leave it up to business? — it is necessary due to depletion of finite natural resources
5. Might manufacturers be made more responsible for solid waste management at the manufacturing stage (require built-in reutilization, or at least economic disposal)?	yes possibly no	75% 25%	78% 9% 13%	71% 29%	79% 21%	100%	— should be progressive tax that hits hardest at those most guilty of causing excess waste — all new plants should be required to install proper waste disposal equipment instead of making public pay for it in taxes —require more standardization in containers and reduction in excess packaging —encourage more built-in multiple-use: a jam jar becomes a drinking glass — get rid of "planned obsolesence" in manufacturing — industry should attempt more reconditioning of broken equipment

		City Staff	Municipal Staff	City Aldermen	Municipal Councillors	Special Groups	Comments:
6. Should disposal taxes be assessed against all items in our society that are most likely to be tossed away or abandoned?	yes	50%	55%	87%	60%	100%	— disposal taxes plus *heavy* littering fines — progressive tax especially against those products which use excessive packaging — primarily plastics & paper products used in this area — automobiles should have a "bounty tax" or disposal fee — education is more productive when combined with recycling plants & collection depots — taxes okay but have partial refund "built in" to encourage return — disposal fee against product at initial sale
	no	50%	45%	13%	40%		
7. To what extent are you willing to pay (either in taxes or directly) for a cleaner environment?	very little		13%		18%	25%	— more money should be used to control & educate persons causing the problem — willing to pay, but must be a shared venture — must be a parallel attempt to cut down on volume of waste needing disposal — change of attitude is necessary — money alone won't solve this problem — everyone should be responsible for his own waste: — tax directly, when buying the goods — as long as the amount paid is being used in a rewarding way and is not so great as to place a financial burden on people
	some	66%	39%	37%	57%	25%	
	a good deal	34%	39%	44%	16%	50%	
	a great deal		9%	19%	9%		
8. Should governments spend more money on practical research towards increasing the incidence of recycling? (i.e. demonstration grants, etc.)	yes	100%	69%	44%	65%	100%	— more specific research is needed to provide data to be used as evidence in educational campaigns — research is needed into economics & education of people — research must be co-operative: government & industry — more "practical" research needed to ensure workability not just academic or theoretical stuff — make industry do a lot of the research & make results public: provide encouragement (through research funds) to private initiative — research into long range effect — research into transportation alternatives: may need research re: possibility of developing corporate shipping in order that smaller communities can get their recycled material to proper markets — more rebuilt-in reusability: research into finding secondary uses for items (e.g. rags to janitorial services) — research into methods of recycling synthetics — investigate the packaging industry — put rewards for those with information leading to arrest and conviction of litter bugs — if recycling becomes profitable the private sector will jump at the chance — "I'd like to have the Task Force continue and do the above research as well as to continue with the present tasks"
	possibly		28%	50%	24%		
	no		3%	6%	11%		

Appendix C

SUMMARY OF RECOMMENDATIONS

(According to Task Committee Priority)

CITIZENRY

The public must be prepared to begin to separate the garbage that it creates in the home, right in the home. *(suggestion)*

INDUSTRY

An all tin or all aluminum pop can must be created. *(recommendation)*

A standardized "pop" bottle be developed. *(recommendation)*

Salvage and Auto-Wrecking Yards should be strongly encouraged to continually re-check their inventory and strip the vehicles as soon as possible in order that non-usable components may be immediately transferred to the recycling process. *(suggestion)*

The Plastics and Paper Industries begin to develop uses for the excluded materials that cannot be re-utilized. *(suggestion)*

Governments and other large institutions consider alterations in buying policies such that, wherever possible, 25% of their purchases come from recycled stock. *(recommendation)*

PROVINCIAL GOVERNMENT

The Provincial Government should take immediate steps to establish a public educational program in regards solid waste management. It should also assist in the organization and management of disposal systems on regional and sub-regional bases. *(recommendation)*

An educational program to show the economic effects on our environment both personal and physical, of indiscriminate disposal—to show how the individual can help overcome this mounting problem by such things as awareness of the immense problems caused by simple littering and, secondly, to show individuals that with patience it is possible to convert disposal sites into parks. *(recommendation)*

The Provincial Government undertake, in co-operation with the Municipal Governments, a comprehensive educational program making use of a multi-media approach to educate all people in the province as to what sanitary landfill sites are and what their potential may be (future parks, playgrounds, etc.) and that a number of short term pilot projects in landfill sites be undertaken to provide concrete examples of what can happen when a sanitary landfill site is operated properly and efficiently towards some particular goal such as a park. *(recommendation)*

The development and implementation of stricter penalties for littering and indiscriminate dumping and even stricter enforcement of the present penalties set out by the Public Health Act. *(recommendation)*

Strict enforcement of maintenance legislation in all instances be required. *(recommendation)*

Municipalities be given the right to buy land where they wish (as does the private individual) outside their own boundaries. *(recommendation)*

There be a long range study into sanitary landfill sites and their effect, using sites from all sizes of municipalities. *(recommendation)*

Studies be undertaken in an impartial fashion to research the application of landfill disposal in our northern environment, particularly in reference to the impacts of plastics in such disposal systems. *(recommendation)*

The Provincial Government, through the Department of Highways and its annual levy on Motor Vehicle Registration, assess each registered vehicle a two dollar levy: this levy to be used solely for the financing of a continuous derelict-auto disposal program. *(recommendation)*

The establishment of a full time derelict-auto disposal program to be operated throughout the Province of Alberta, the financing based on the levy described above and being dispensed according to the segments described in the report of The Task Committee on Solid Waste Management. *(recommendation)*

The Government of Alberta appoint a Central Administrator to co-ordinate the total provincial auto disposal program. *(recommendation)*

Wherever possible private enterprise be used in carrying out the various duties of this program and that the tendering process be used to ensure as much impartiality and economic savings as possible. *(recommendation)*

Legislation be developed towards the end that each municipal government has the responsibility for keeping its area free of derelict automobiles. *(recommendation)*

Legislation must be developed requiring "Auto Wreckers" and similar salvage companies to keep their premises healthy and pleasant to look at (i.e. they must develop substantive screens to prevent eyesores from becoming noticeable, and they must keep non-usable parts moving to the recycling centres). *(recommendation)*

Legislation be developed to make it an offence to abandon a vehicle either on private or public property, subject to a substantial fine (e.g. at least $100.00 per item). *(recommendation)*

There be specific legislation making it an offence to harbour junked autos on private property WHERE SUCH MAY BE OFFENSIVE TO NEIGHBOURS. *(recommendation)*

There should be no more than one automobile, plus the parts for one complete additional car, in the state of inoperancy on any private property — all cars in excess of this number could be licenced as antique autos or potentially operant motor vehicles (with the proper licence plates affixed to the car). The alternative for the owner of these cars is to take out a business licence which would then make his operation subject to the laws and regulations dealing with auto wreckers. *(recommendation)*

The Government immediately establish an impartial investigation into the metal recovery industry as to its overall effectiveness. *(recommendation)*

The Provincial Government undertake an impartial study re: the potentials and economic implications of establishing glass recycling and reutilization facilities throughout the Province of Alberta. *(recommendation)*

If necessary legislation be enacted making it illegal to market soft drinks in Alberta in containers other than the official standardized one. *(recommendation)*

Governments and other large institutions consider alterations in buying policies such that, wherever possible, 25% of their purchases come from recycled stock. *(recommendation)*

There be amendments to the legislated procedures already in effect such that a provincial body be established to review and decide cases wherein disputes arise concerning the acquisition of disposal sites. *(suggestion)*

The Department of Highways and Transport consider the possibility of making a special litter-bag in which the licence plates would be wrapped, with a special message regarding solid waste management printed on the litter-bag. *(suggestion)*

Some type of "Full Thirty Day Warranty" be attached to the purchase of all cars. (This warranty idea, if legislated, would ensure that vehicles no longer road-worthy would be immediately turned over to the disposal process: on the other hand, those vehicles which are acceptable, potentially viable forms of transportation would have no problem being sold.) *(suggestion)*

Some type of certification of road-worthiness for all cars over ten years old that are to be licenced. *(suggestion)*

The Government of Alberta give serious consideration to modifying the present process whereby abandoned cars that are found are placed in a "Disposal Auction System" such that abandoned autos found not to be road worthy immediately are taken out of circulation and forwarded to a recycling plant after being held a certain number of prescribed days. *(suggestion)*

Legislation bear in mind that people initially may need a period of grace from three to six months to clean up present premises of derelict autos: but in the future, once a municipality serves notice, after receiving a complaint, the guilty person has a limited time to clean up his premises (at the risk of a fine). *(suggestion)*

It may be necessary to consider some kind of "Title Law" legislation which would require all sales of automobiles and similar vehicles to be legally registered events. (Should a person claim to have sold a car that is found abandoned and this sale had not been registered, then he would also be subject to a substantial fine — in the neighbourhood of at least $100.00 — moreover, title law legislation might assist in the tracking down of stolen cars.) *(suggestion)*

Consideration be given to setting up segregated garbage cans along the highways. *(suggestion)*

MUNICIPAL GOVERNMENT

The Provincial Government undertake, in co-operation with the Municipal Governments, a comprehensive educational program making use of a multi-media approach to educate all people in the province as to what sanitary landfill sites are, and what their potential may be (future parks, playgrounds, etc.) and that a number of short term pilot projects in land-fill sites be examples of what can happen when a sanitary landfill site is operated properly and efficiently towards some particular goal such as a park. *(recommendation)*

The development and enforcement of stricter penalties for littering and indiscriminate dumping and even stricter enforcement of the present penalties set out by the public health act. *(recommendation)*

Legislation be developed towards the end that each Municipal Government has the responsibility for keeping its area free of derelict automobiles. *(recommendation)*

Each municipality, by itself or in co-operation with surrounding municipalities, establish a "holding site" for the purpose of temporarily storing derelict autos as they are collected prior to their removal to the recycling plants. *(recommendation)*

Governments and other large institutions consider alterations in buying policies such that, wherever possible, 25% of their purchases come from recycled stock. *(recommendation)*

Strict enforcement of maintenance legislation in all instances be required. *(recommendation)*

Every municipality tighten the inspection of its own sanitary landfill operation ensuring that proper maintenance is carried out at all times and continually make the public aware of the cleanliness of the operation. *(suggestion)*

Every municipality seriously explore wherever feasible, the practical possibilities of operating segregated garbage collections towards the goal of reclaiming as much reusable material as possible which could be turned over to the recycling industry. *(suggestion)*

REGIONAL PLANNING COMMISSION

Regional Planning Commissions give serious consideration to the possibility of establishing co-ordinating functions in regards waste disposal operations within their jurisdictions. *(recommendation)*

Governments and other large institutions consider alterations in buying policies such that, wherever possible, 25% of their purchases come from recycled stock. *(recommendation)*

REVIEW OF THE TASK COMMITTEE WORK

INTRODUCTION

The task committee recommendations in this report represent the response of a wide spectrum of opinion, in different parts of Alberta, to various aspects of urbanization. Had time permitted, these groups would have examined their recommendations in relation to one another, determined their implications for one another, and likely would have presented more general conclusions. Since the foreshortening of the task committee approach from three years to one year prevented such comparisons by task committees of their own work, the staff of the Task Force reviewed the discussions and reports of the various task committees, and developed the following observations.

I. Overview

At various points in their deliberations, a number of the task committees expressed concern about the need, if Alberta is to overcome many of the problems associated with urbanization, for new approaches to, and by, three different levels of government. Various committees suggested:

(a) that the Provincial Government must formulate, and establish mechanisms to implement, a provincial policy on growth and its distribution in Alberta;

(b) that there is a need for strengthening regional planning and regional development structures, and for creating regional governments of some kind to deliver a wide range of services—both those now handled by various special purpose boards and those for which regional administrative structures do not now exist such as regional parks and solid waste management;

(c) that there is a need to increase support to three kinds of communities: i) rural communities and towns in areas of slow growth—communities which are in danger economically; ii) rural communities and towns in areas of metropolitan growth—communities which are in danger of losing their identity and amenities as the metropolis threatens to engulf them; iii) neighbourhoods in large cities for which no local government presently exists at all.

Together, these points add up to recognition on the one hand of the mutual interdependence of regions and of communities within regions, and on the other hand of the fact that each region, and each community within a region, has unique needs, problems, potentials, and goals, and therefore, a unique role to play in the Province. Simultaneous development of a provincial policy, of regional institutions promoting co-operation among communities, and of local vigor, should do much to create an economically healthy and co-operative Alberta within which the individual has both great freedom of choice in determining where he wants to live and the opportunity to affect the way his community develops.

But these three measures, important as they are, are not enough. It is not enough for each level of government to take a more active role in planning Alberta. As a number of the task committees noted, it is important—particularly if each level of government is strengthened—that there be better measures devised for enhancing consultation among governments and between each of these and the citizen. It was found that the approach of the Task Force on Urbanization and the Future was one useful step in this direction and showed the value not only of inter-governmental consultation but of such consultation also involving citizens' groups, private industry, etc., as well.

II. Provincial Policy

Underlying many of the task committee recommendations is the belief that the Province must develop a provincial policy on growth and its distribution in Alberta and must establish mechanisms to ensure the provincial departments and agencies work within the guidelines established by this policy.

The clearer expression of provincial goals, objectives and priorities is seen in these reports as having a number of beneficial effects. To name a few: it would help in the co-ordination of activities of the various provincial departments; it would permit municipalities and planning commissions to prepare plans more compatible with one another; since provincial investment and provincial services are an important element in these plans it would assist in making plans more realistic in terms of provincial activity; in the declining areas it might remove some of the uncertainty which is a deterrent to investment in these areas. Expressed in another way, with a clearer sense of the direction in which we wish to move as a Province, the resources of the municipalities, the regions, and the Province could be more effectively mobilized.

Generally, it was felt by task committee representatives that a provincial policy should indicate the relative investments which are to be made in different regions by the Province and the attempts which are to be made to stimulate growth, or slow down growth in different areas. The committees tended to avoid suggesting that such a policy should indicate

'growth centres'; more often it was felt that the job of determining each community's best role should be left to each region, which it is suggested, could do the job if steps were taken as described below. But a provincial policy would designate transportation corridors, resource utilization plans for each area, policies on location of government offices, policies on industrial and housing loans and grants for different geographic areas, policies on the development of secondary industry, and policies on air and rail transport, and other matters within the Federal Government's jurisdiction. The provincial policy should be formulated primarily to guide Provincial Government activities. It would also provide terms of reference within which regional and local planning could be pursued more realistically, taking into account regional variations. Such a provincial policy on growth and its distribution must be developed in consultation with the regions and the municipalities.

Many committee members felt that the policy might well involve a slowing of the growth of the Edmonton and Calgary regions and the encouragement of growth in those settled regions where the primary resource is now agriculture—at least until such time as regional plans have been established for the metropolitan areas and until such time as the population decline in agricultural regions has been arrested.

In the absence of a provincial policy on growth and its distribution, the present pattern of rapid metropolitan growth combined with decline in most rural areas will continue, and perhaps even increase, in tempo. It is doubtful that isolated policies in this department or that can do much to change the picture because so many provincial departments and agencies are passively involved in the promotion of urbanization, through subsidizing infra-structure such as public housing, urban transportation systems in the cities, etc. Furthermore, no apparent attention has been paid to the effect that revenue distribution programs based primarily on per capita grants have on furthering the present population distribution trend. If, as many task committees have suggested, there are negative consequences of this trend then a complete review of Provincial Government policies, which reflect and reinforce this trend, is in order. This review would form the basis for an overall provincial policy on growth and its distribution.

III. Regional Approaches

In various ways, all task committees emphasized the increasing importance of using regional approaches to cope with some of the problems of urbanization. The emphasis in the expanding metropolitan areas is on the need for regional policy to establish direction and form of urban growth; the emphasis in the declining areas is on the need for regional policies to mobilize the full resources of the people in the area and to make development efforts more effective. In all cases, regional policy which takes into account the mutual inter-dependence of communities in a region is necessary.

Besides regional planning and development functions, the regional provision of public services was a concern of some task committees. Certain services which are provided by individual municipalities might be more efficiently delivered regionally. What these services are could vary from region to region.

In all areas there are a number of regional special purpose boards (each of which is responsible for providing one service, such as recreation, health care, preventive social services, libraries, etc.) which might easily be combined into one administrative unit. In addition, several task committees have suggested that there is a need for an agency at the regional level through which municipal, provincial, and federal policies for that region can all be coordinated, and for some kind of regional agency which could carry out certain activities presently handled by the Province—such as regional parks—but on a more decentralized basis. Some task committees also urged that certain utility rates, particularly telephone rates, be organized so as to promote regional co-operation.

For these reasons of regional planning, development, service delivery, and decentralization a number of committees urged that steps be taken in Alberta to develop in some manner multi-purpose regional authorities.

One of the chief objections to such regional governments is that they create yet another level of government, but it was suggested by many task committee members that there are in fact many regional bodies of one kind or another existing now and many more likely to be created. A single regional government would tend to simplify the situation rather than complicate it. Some of the task committees suggested that for the present, Alberta adopt the approach in British Columbia to regional government, whereby regional districts have been formed with certain legislative functions and other functions are carried out by the regional districts as groups of municipalities within that region combine for a particular purpose. A large number of task committee representatives appeared to share the belief that to resolve some of the existing and emerging problems of

Alberta, the municipal and provincial administrations must be augmented by effective regional structures.

Over the last several years the property tax system has received periodic examination. Concentrating on such areas of concern as the regressive nature of property taxes, these examinations have virtually ignored the wider implications of the present tax system. A number of the task committees felt that if regional policy is to be effectively developed, the tax system itself may have to be re-designed so as to provide for fuller sharing of taxation revenue among municipalities within a region, possibly even among regions. At the moment the Provincial Government is conducting, through a Task Force on Provincial/Municipal Financing, another examination of the tax system and other matters relating to municipal finances. It is suggested that this Task Force include in their investigations questions relating to the present system of local taxation as it affects regional planning and development.

IV. Local Communities

Various task committees were concerned with the prospects for community and truly local government in Alberta—particularly if provincial policies are adopted and regional authorities are strengthened. Accordingly, they recommended such steps as reduction of special purpose boards, establishment of local development corporations in slow growth areas, and creation of community councils in larger cities to fill the governmental gap at this level.

There was little inclination to see those services which best can be handled locally taken away from the municipalities except where these could be directed to even smaller units, as in the large cities. It is at the local level that there is greatest opportunity for communication between citizens and government.

V. Consultation

The formulation of a provincial policy and establishment of a body to enforce it, the development of regional policies and strong regional authorities, and the strengthening of local government would all serve to enhance intergovernmental consultation.

Ensuring that such a consultation system actually take place and that creative means are found for governments at all levels to consult with citizens, were strongly expressed in many task committee meetings. Hence a number of task committee recommendations concerned such matters as easier accessibility of government information, responsibility of government departments to 'push' their programs, the need for field officers in rural areas and the desirability of community councils in urban areas.

The approach of the Task Force itself was seen by many participants as being a valuable way to develop consultation among citizens, government and technical experts. Perhaps possibilities for further developing and using this approach should be explored by governments at all levels.

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TASK FORCE PUBLICATIONS

The following background papers providing information relevant to the various Task Committee reports have been published to date and are available:

The Role of Regional Planning	*November, 1971*
Solid Wastes: Problems and Solutions	*February, 1972*
Choices for Metropolitan Growth	*March, 1972*
Issues in Local Government	*June, 1972*

To be published:

Prospects for Smaller Cities and Towns
An Evaluation of the Task Force Method

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